

**UNITED**



**NATIONS**

# **REPORT OF THE TRUSTEESHIP COUNCIL**

---

**7 August 1959—30 June 1960**

**GENERAL ASSEMBLY  
OFFICIAL RECORDS : FIFTEENTH SESSION  
SUPPLEMENT No. 4 (A/4404)**



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## **NOTE**

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# Part I

## ORGANIZATION AND ACTIVITIES OF THE COUNCIL

### Chapter I

#### ORGANIZATION OF THE COUNCIL

##### A. Membership

1. The terms of Haiti and India being due to expire on 31 December 1959, the General Assembly at its fourteenth session elected Bolivia to replace Haiti and re-elected India for further terms of three years. The composition of the Council on 1 January 1960 was therefore as follows:

##### *Members administering Trust Territories:*

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

On 27 April 1960, France ceased to administer any Trust Territory but remained a member of the Council by virtue of being named in Article 23 of the Charter. On 1 July 1960, Italy will cease to administer any Trust Territory.

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

China  
Union of Soviet Socialist Republics

##### *Members elected by the General Assembly:*

	<i>Date of retirement</i>
Burma .....	31 December 1961
Paraguay .....	31 December 1961
United Arab Republic .....	31 December 1961
Bolivia .....	31 December 1962
India .....	31 December 1962

##### B. Officers

2. Mr. Max H. Dorsinville (Haiti), who served as President during the twenty-third and twenty-fourth regular sessions and the tenth special session, continued in office until the opening meeting of the twenty-fifth session, on 25 January 1960, when Mr. Girolamo Vitelli (Italy) and U Tin Maung (Burma) were elected President and Vice-President, respectively.

##### C. Sessions and meetings

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

Tenth special session (1042nd and 1043rd meetings), 2 and 14 December 1959;

Twenty-fifth session (1044th to 1050th meetings), 25 January to 8 February 1960;

Twenty-sixth session (1051st to 1134th meetings), 14 April to 30 June 1960.

STANDING COMMITTEE ON ADMINISTRATIVE UNIONS  
138th to 141st meetings, 6 to 29 June 1960.

##### STANDING COMMITTEE ON PETITIONS

528th to 550th meetings, 25 January 1960 to 27 June 1960.

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

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

5. With regard to further sessions, the Council decided to postpone setting a date for its next session.

##### D. Procedure

6. By resolution 1713 (XX) of 8 July 1957, the Council decided, as a temporary measure, subject to review at the end of the year and without prejudice to the existing rules of procedure, to establish a committee of two members to determine, with the assistance of the Secretariat, the provisional classification of all communications received. On 3 June 1959, the Council decided that the foregoing procedure should be continued for another year.

7. Accordingly, the review of procedures regarding petitions was placed on the agenda of the twenty-sixth session. At its 1072nd meeting on 5 May 1960, the Council decided to continue to follow the procedure set out in its resolution 1713 (XX) for a further year.

##### E. Relations with the Security Council

8. In accordance with Article 83 of the Charter, with the resolution adopted by the Security Council at its 415th meeting on 7 March 1949, and with its own resolution 46 (IV) of 24 March 1949, the Trusteeship Council continued to perform those functions of the United Nations under the Trusteeship System relating to political, economic, social and educational matters in

the Trust Territory of the Pacific Islands and submitted a report thereon to the Security Council.<sup>1</sup>

**F. Relations with the specialized agencies**

9. Representatives of the International Labour Organisation, the Food and Agriculture Organization of the

United Nations, the United Nations Educational, Scientific and Cultural Organization and the World Health Organization participated in the work of the Council as occasion required.

10. UNESCO and WHO submitted to the Council their observations on a number of annual reports of the Administering Authorities. These documents are referred to in the relevant sections of this report.

<sup>1</sup> S/4380

## Chapter II

### EXAMINATION OF ANNUAL REPORTS

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

<i>Trust Territory</i>	<i>Administering Authority</i>	<i>Year covered by the report</i>	<i>Date on which the report was received by the Secretary-General</i>	<i>Note of the Secretary-General transmitting the report</i>
Tanganyika .....	United Kingdom	Year 1958	1 October 1959	T/1489
Tanganyika .....	United Kingdom	Year 1959	12 May 1960	T/1529
Ruanda-Urundi .....	Belgium	Year 1958	4 August 1959	T/1487
Cameroons under British administration..	United Kingdom	Year 1958	3 December 1958	T/1494
New Guinea .....	Australia	Year ended 30 June 1959	12 April 1960	T/1514
Nauru .....	Australia, New Zealand, United Kingdom	Year ended 30 June 1959	22 March 1960	T/1509
Trust Territory of the Pacific Islands .....	United States	Year ended 30 June 1959	7 April 1960	T/1513
Somaliland .....	Italy	Year 1959	10 June 1960	T/1542
Western Samoa .....	New Zealand	Year 1959	1 April 1960	T/1512

2. With regard to Ruanda-Urundi and the Cameroons under British administration, the Administering Authorities concerned also submitted supplementary information in writing covering events subsequent to the preparation of the annual report.<sup>1</sup>

3. The Council examined all the above-mentioned reports. In the case of Somaliland under Italian administration, discussions were held in the Council on the basis not only of the annual report and the report of the United Nations Advisory Council for the Trust Territory,<sup>2</sup> but also of the report of the Administering Authority on measures taken by the Government of Somalia in relation to General Assembly resolution 1418 (XIV)<sup>3</sup> and of statements concerning recent events made by the representatives of the Administering Authority and the Government of Somalia as well as by members of the United Nations Advisory Council for the Trust Territory. In particular, it was stated that the Administering Authority and the Government of Somalia had agreed on 1 July 1960 as the date of independence of Somalia. Accordingly, by its resolution 2015 (XXVI), the Council, *inter alia*, took note of the final steps by which the Administering Authority ensured an orderly transfer of the functions of government to a duly constituted independent government of Somalia and addressed to the people and Government of Somalia its warmest congratulations for the achievement of their independence. The Council further decided to include an outline of conditions in the Territory in the present report.<sup>4</sup>

4. With respect to the Cameroons under British administration, the Council considered conditions in the Trust Territory on the basis of decisions taken by the General Assembly at its thirteenth and fourteenth sessions,<sup>5</sup> of the annual report for 1958, of supplementary information regarding subsequent developments,<sup>6</sup> of the two reports of the Administering Authority on the separation of the Cameroons from the Federation of Nigeria<sup>7</sup> distributed according to resolutions 1352 (XIV) and 1473 (XIV), respectively, and of statements concerning recent events made by representatives of the Administering Authority. The results of these discussions on the future of the Trust Territory are stated below.<sup>8</sup> The Council decided, in this connexion, to include a chapter<sup>9</sup> on conditions in the Trust Territory in this report.

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

6. In conjunction with the examination of the other relevant annual reports, the Council considered the reports of the 1960 Visiting Mission to Trust Territories in East Africa, the observations submitted by the specialized agencies, and the petitions raising general questions.<sup>10</sup>

<sup>5</sup> General Assembly resolutions 1350 (XIII), 1352 (XIV) and 1473 (XIV).

<sup>6</sup> T/1527.

<sup>7</sup> T/1526 and T/1530.

<sup>8</sup> See part I, chapter VI, H.

<sup>9</sup> See part II, chapter IV.

<sup>10</sup> For lists of such petitions, see under the various Territories in the following chapter.

<sup>1</sup> T/1540 and T/1527, respectively.

<sup>2</sup> T/1516.

<sup>3</sup> T/1534.

<sup>4</sup> See part II, chapter III.

7. In addition to such petitions presented in writing, seven petitioners, having been granted hearings, appeared orally before the Council during the examination of conditions in the Trust Territories of the Pacific

Islands under United States administration, the Cameroons under British administration and Ruanda-Urundi.

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

<i>Trust Territory</i>	<i>Name of the Special Representative</i>	<i>Meetings at which the annual report was examined</i>	<i>Report of the Drafting Committee</i>	<i>Meetings at which the report of the Drafting Committee was adopted</i>
<i>Twenty-sixth session</i>				
Tanganyika	Mr. J. Fletcher-Cooke Mr. A. J. Chant	1100th to 1113th	T/L.998	1129th
Ruanda-Urundi	Mr. Ivan Reisdorff	1112th to 1128th	T/L.1004	1132nd and 1133rd
Cameroons under British administration	Mr. J. O. Field Mr. Alhaji Ali Akilu	1085th to 1094th, 1098th	—	—
New Guinea	Mr. J. H. Jones	1073rd, 1075th to 1085th, 1089th	T/L.987	1126th and 1127th
Nauru	Mr. J. H. Jones	1052nd to 1085th	T/L.969	1082nd and 1083rd
Western Samoa	Mr. J. M. McEwen	1067th to 1074th, 1077th	T/L.974	1095th, 1096th
Somaliland under Italian administration	Mr. Carlo Fettareppa Sandri	1093rd to 1097th, 1099th, 1104th	—	—



## Chapter III

### EXAMINATION OF PETITIONS

#### A. Classification of communications

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

2. The Committee on Classification of Communications was composed of the representatives of Australia and of the United Arab Republic from 6 August 1959 to 30 June 1960. At the close of its twenty-sixth session, the Trusteeship Council re-appointed Australia and the United Arab Republic as members of the Committee.

3. During the period under review, the Committee on Classification examined 1,170 communications and determined, with the assistance of the Secretariat, their provisional classification and method of circulation under the rules of procedure of the Council and, whenever appropriate in accordance with the procedure set out in the annex to resolution 1713 (XX). The Committee submitted seven reports<sup>1</sup> concerning the provisional classification of these 1,170 communications<sup>2</sup> issued in 505 separate documents.

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

#### B. Examination of petitions

5. From the beginning of the period under review until the end of the twenty-fifth session of the Council, the Standing Committee on Petitions was composed of the representatives of Belgium, China, France, India, the Union of Soviet Socialist Republics and the United Kingdom of Great Britain and Northern Ireland. During that time, it held five meetings.<sup>5</sup>

6. At the close of its twenty-fifth session, the Council approved the nomination of Belgium, China, India, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and the United States of America as members of the Standing Committee on Petitions. From 15 February

1960 until the end of the twenty-sixth session of the Council, the Standing Committee, thus composed, held eighteen meetings.<sup>6</sup> At the close of its twenty-sixth session, the Trusteeship Council approved the nomination of Belgium, China, India, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and the United States of America as members of the Standing Committee.

7. During the period under review, the Standing Committee on Petitions continued to examine and to report to the Council on petitions circulated under rule 85, paragraph 1, of the rules of procedure and to which the established procedure was applied. The two reports<sup>7</sup> submitted at the twenty-fifth session of the Council related to three of the 393 petitions on the agenda. The Standing Committee proposed, and the Council adopted, three resolutions covering those petitions.<sup>8</sup>

8. On the recommendation of the Standing Committee,<sup>9</sup> the Council decided that, in view of the termination of the Trusteeship Agreement for the former Trust Territory of the Cameroons under French administration on 1 January 1960, no further action was called for on the petitions and communications concerning that Territory which still remained to be examined. This decision covered ninety-five petitions circulated under rule 85, paragraph 1, 1,948 petitions concerning general problems circulated under rule 85, paragraph 2, and fifteen communications concerning general problems circulated under rule 24.<sup>10</sup>

9. The remaining 295 petitions<sup>11</sup> on the agenda were not examined since no special representatives from these Territories were available to the Standing Committee on Petitions during the twenty-fifth session of the Council. The representative of the Union of Soviet Socialist Republics expressed the opinion that these petitions should have been examined, notwithstanding the absence of special representatives.

10. The twelve reports<sup>12</sup> submitted at the twenty-sixth session of the Council related to 359 of the 388 petitions on the agenda and to 111 petitions which were subsequently added to the agenda. The Standing

<sup>6</sup> T/C.2/SR.533 to 550.

<sup>7</sup> T/L.960 and 961.

<sup>8</sup> Resolutions 2010 (XXV) to 2012 (XXV).

<sup>9</sup> T/L.957, paragraph 3.

<sup>10</sup> T/PET.5/1444-1506; T/PET.5/L.465-L.498, T/COM.5/L.233-L.236; and T/PET.4 and 5/45-73, T/PET.4 and 5/L.35-L.74, T/COM.4 and 5/L.3-L.6 in so far as they related to the former Trust Territory.

<sup>11</sup> Eight concerning Tanganyika, eight concerning Ruanda-Urundi, 124 concerning the Cameroons under British administration, twenty-two concerning the former Trust Territory of Togoland under French administration, three concerning New Guinea, one concerning Nauru, two concerning the Trust Territory of the Pacific Islands and 127 concerning Somaliland under Italian administration.

<sup>12</sup> T/L.968, 971, 972, 975 to 978, 988 to 992.

<sup>1</sup> T/C.2/L.398, 399, 405, 411, 416, 423 and 435 and 435/Add.1.

<sup>2</sup> Out of these 1,170 communications, 465 were classified as specific petitions to which the established procedure is applicable under rule 85, paragraph 1, of the rules of procedure; 606 were classified under rule 85, paragraph 2; two under rule 85, paragraph 4; and ninety-seven under rule 24.

<sup>3</sup> T/L.957, 965 and 1001.

<sup>4</sup> T/SR.1047, 1052 and 1130.

<sup>5</sup> T/C.2/SR.528 to 532.

Committee proposed, and the Council adopted, eighty resolutions covering 448 petitions.<sup>13</sup> One petition<sup>14</sup> was withdrawn by its author before examination by the Standing Committee on Petitions; one petition<sup>15</sup> was not examined, the Trusteeship Council having approved the Standing Committee's recommendation<sup>16</sup> that it be considered inadmissible under rule 81 of the rules of procedure of the Council; three petitions concerning Ruanda-Urundi<sup>17</sup> and two petitions concerning the Cameroons under British administration<sup>18</sup> were not examined since the observations of the Administering Authorities had not been received.

11. On the proposal of the Standing Committee,<sup>19</sup> the Council decided that, in view of the termination of the Trusteeship Agreement for the former Trust Territory of Togoland under French administration on 27 April 1960, no further action was called for on the petitions and communications concerning that Territory which still remained to be examined. This decision covered twenty-four petitions circulated under rule 85, paragraph 1, and two petitions concerning general problems circulated under rule 85, paragraph 2.<sup>20</sup>

12. On the proposal of the Standing Committee,<sup>19</sup> the Council also decided, on 29 June 1960, that, in view of the fact that the Trusteeship Agreement for Somaliland under Italian administration would be terminated as of 1 July 1960, on which date the Territory would become independent, no further action was necessary on the two petitions<sup>21</sup> circulated under rule 85, paragraph 1, which remained to be examined.

13. In addition, 1,971 petitions raising general questions circulated under rule 85, paragraph 2, of the rules of procedure and seventy-four communications raising general problems circulated under rule 24 of the rules of procedure were taken into consideration by the Council in its examination of conditions in Trust Territories at its twenty-sixth session.

14. During the examination of annual reports at the Council's twenty-sixth session, seven persons appeared orally as petitioners: two concerning the Trust Territory of the Pacific Islands, two concerning Ruanda-Urundi and three concerning the Cameroons under British administration.

15. Further details concerning petitions and communications examined or considered during the period under review are given in respect of the individual Trust Territories in the following sections, together with an indication of the contents of the petitions and of the action taken on them by the Council. The examination of the petitions relating to the Trust Territory of the Pacific Islands is dealt with in the report of the Trusteeship Council to the Security Council.<sup>22</sup>

### C. Petitions concerning Tanganyika

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

	Number of petitions or communications	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure.....	8	T/PET.2/229 and Add.1-2, 230, 231, 232 and Add.1-2, 234-236, and 237 and Add.1	2021 (XXVI) to 2027 (XXVI)	T/L.990
Petitions raising general questions .....	2	T/PET.2/L.12 and L.13		
Communications raising general questions .....	3	T/COM.2/L.54, L.55 and Add.1-3, and L.56		

17. Two of the eight petitions examined according to the established procedure raised personal grievances. One petitioner complained that he was prematurely retired from the service of the Tanganyika Government and that a certificate of service issued to him on such retirement made it difficult for him to secure employment elsewhere. The Council drew his attention to the observations of the Administering Authority and suggested to the Administering Authority that, in the certificates issued to government officials when they are

retired from service, it should avoid the use of expressions which are liable to be misunderstood and thereby hinder the chances of their obtaining employment elsewhere.<sup>23</sup> The other petitioner asked the Council to reconsider his earlier petition which was the subject of resolution 1933 (XXIII) and in which he had complained that the blindness from which he was suffering was a direct result of his service with the Tanganyika Government. The Council drew his attention to the observations of the Administering Authority and took note of the statement of the Administering Authority that it will continue to seek some suitable form of training and employment for the petitioner.<sup>24</sup>

18. On a complaint submitted on behalf of the Bahaya landlords in the District of Bukoba about proposed reforms to the customary *nyarubanja* land

<sup>13</sup> Resolutions 2021 (XXVI) to 2100 (XXVI).

<sup>14</sup> T/PET.2/233 and Add.1-3, T/L.990, concerning Tanganyika.

<sup>15</sup> T/PET.3/116 concerning Ruanda-Urundi.

<sup>16</sup> T/L.965, paragraph 3.

<sup>17</sup> T/PET.3/115.

<sup>18</sup> T/PET.4/193 and 195.

<sup>19</sup> T/L.1002.

<sup>20</sup> T/PET.7/495, 496, 521-530, 532, 534-541 and T/COM.7/L.53-L.55; T/PET.7/L.50 and Add.1 and 2, and L.51.

<sup>21</sup> T/PET.11/826 and 827.

<sup>22</sup> S/4380 (T/PET.10/30 and Add.1 and T/PET.10/31, T/L.968, resolution 2063 (XXVI)).

<sup>23</sup> T/PET.2/229 and Add.1 and 2 and resolution 2021 (XXVI).

<sup>24</sup> T/PET.2/230 and resolution 2022 (XXVI).

tenure system, more particularly as regards the manner of categorizing tenants according to the way in which they had obtained their holdings, the Council drew the attention of the petitioner to the observations of the Administering Authority.<sup>25</sup> The Council also decided to take into account the points raised in this petition when it examines the question of land tenure in the Territory.

19. One petition from the Bahaya Coffee Planters Association, whose earlier petition was the subject of resolution 1930 (XXIII), protested against the compulsory marketing orders in Bukoba District, which prevented members of the Association from marketing their coffee except through the Bukoba Native Coffee Cooperative Union. The Council noted that the Bahaya Coffee Planters Association was registered as a company on 13 April 1959 and that, according to its prospectus, the main object of the company was to buy and to sell coffee produced by African planters in the Bukoba District and, further, that the Association was not permitted to buy or to sell coffee. The Council considered that marketing arrangements in the Bukoba area were, in some respects, unsatisfactory in that they resulted in the establishment of two different systems of marketing, one for indigenous producers and another for non-indigenous producers, and considered further that the Administering Authority should review these arrangements in the light of resolution 1930 (XXIII). The Council recommended to the Administering Authority that, as a measure to encourage further the production of coffee by indigenous growers without allowing the standards to deteriorate, it should further consider the possibility of permitting the Bahaya Coffee Planters Association to buy and sell coffee, subject to maintenance by it of the standards prescribed for marketing. The Council recommended that the Administering Authority should ensure the application of prescribed marketing standards to all coffee grown in the area and that it should advise non-indigenous coffee producers to seek membership of indigenous co-

operative societies and expressed the hope that indigenous unions would be willing to co-opt non-indigenous members on a basis of equality. It finally requested the Administering Authority to submit to the Council at its next session full information concerning the operation of the Bukoba Native Coffee Cooperative Union and of the Bukoba Native Coffee Board, including information on payments by way of commission charges, etc., made to these bodies by producers and on how the amounts thus collected are accounted for.<sup>26</sup>

20. In the case of one petition from the Tanganyika African National Farmers Union which sought guidance and co-operation in the operation of the Union and complained that its registration had been unduly delayed,<sup>27</sup> and of another petition which sought to establish the petitioner's claim to rule over the "Bungodimwe Kingdom",<sup>28</sup> the Council drew the attention of the petitioners to the observations of the Administering Authority.

21. The Council decided that no action need be taken by it on one petition since it did not concern the affairs of a Trust Territory.<sup>29</sup> On one petition, which raised issues of a general nature, particularly with regard to the development of education, the Council noted the decision of the Standing Committee on Petitions to draw the attention of the Council to the petition and to the observations of the Administering Authority thereon.<sup>30</sup> One petition complaining that mismanagement by the Government of the experimental tobacco farm in the Tunduru District of Tanganyika had brought financial difficulties to the Tunduru farmers, having been withdrawn by the petitioner, was not examined by the Council.<sup>31</sup>

#### D. Petitions concerning Ruanda-Urundi

22. At its twenty-fifth session, the Council examined, in accordance with the established procedure, the following petitions concerning Ruanda-Urundi:

	<i>Number of petitions</i>	<i>Document numbers</i>	<i>Resolution numbers</i>	<i>Report numbers</i>
Petitions examined according to the established procedure.....	3	T/PET.3/87, 92 and 93	2010 (XXV) to 2012 (XXV)	T/L.960 and 961

23. The Council resumed consideration of a petition concerning an order prohibiting the petitioner from residing in the Buyenzi Chieftdom which had been the subject of resolution 1957 (XXIV). It drew the attention of the petitioner to the further statements of the representative of the Administering Authority and noted that the prohibitory order was being kept under review and that the Trusteeship Council would be informed of any new developments in the matter.<sup>32</sup>

24. On a petition complaining that the petitioner was unjustly convicted for theft and sentenced to imprisonment and that after release he was unable to obtain employment, the Council drew the petitioner's attention to the observations of the Administering Authority and recommended to the Administering Authority that it assist the petitioner to rehabilitate himself by obtaining employment.<sup>33</sup>

25. The Council decided that no action was required on one petition since it did not concern the affairs of the Trust Territory.<sup>34</sup>

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

<sup>25</sup> T/PET.2/232 and Add.1 and 2 and resolution 2024 (XXVI).

<sup>27</sup> T/PET.2/234 and resolution 2025 (XXVI).

<sup>28</sup> T/PET.2/235 and resolution 2026 (XXVI).

<sup>29</sup> T/PET.2/236 and resolution 2027 (XXVI).

<sup>30</sup> T/PET.2/237 and Add.1; T/L.990, section IX.

<sup>31</sup> T/PET.2/233 and Add.1-3; T/L.990, section V.

<sup>32</sup> Resolution 2010 (XXV).

<sup>33</sup> Resolution 2011 (XXV).

<sup>34</sup> Resolution 2012 (XXV).

<sup>26</sup> T/PET.2/231 and resolution 2023 (XXVI).

	<i>Number of petitions or communications</i>	<i>Document numbers</i>	<i>Resolution numbers</i>	<i>Report number</i>
Petitions examined according to the established procedure....	21	T/PET.3/94, 95, 96 and Add.1, 97 and Add.1, 98-102, 103 and Add.1, 104-114	2028 (XXVI) and 2029 (XXVI)	T/L.992
Petitions raising general questions .....	33	T/PET.3/L.10-L.32, L.33 and Add.1, and L.34-L.39		
Communications raising general questions .....	12	T/COM.3/L.26, L.27, L.29-L.38		

27. On one of the twenty-one petitions examined according to the established procedure, which contained a request for personal financial assistance, the Council drew the attention of the petitioner to the observations of the Administering Authority.<sup>35</sup>

28. In the case of a petition raising a number of complaints pertaining to the administration of the Territory, such as the presence of Belgian troops, concessions of land to non-indigenous inhabitants, failure of the Administering Authority to publicize recommendations of the Trusteeship Council, the development of education, the prison system, corporal punishment, and the Territory's progress in the various fields, the Council drew the attention of these petitioners to the observations of the Administering Authority, to the report of the United Nations Visiting Mission to East Africa, 1960, and to the recommendations of the Trusteeship Council on the general problems concerning the Territory. The Council also noted with satisfaction the assurance given by the Administering Authority that corporal punishment had not, in practice, been applied since the beginning of 1959 and that it would also be legally abolished in the Territory in the near future. The Council recommended to the Administering Authority that it make all possible further efforts to publicize in Ruanda-Urundi the observations and recommendations of the Trusteeship Council relating to the Territory.<sup>36</sup>

29. The other nineteen petitions<sup>37</sup> related to the disturbances which took place in Ruanda-Urundi in October and November 1959, the origin and causes of these disturbances, the status of the Mwami of Ruanda

and of the chiefs, deportations and voluntary exiles and provocations and attacks against various political parties, particularly the "Union nationale ruandaise". They contained requests for the release of political prisoners, the return of deported or exiled leaders, intervention by the United Nations and for an inquiry by an international commission. Some of them also raised general problems concerning the political, economic, social and educational conditions in the Territory. The Council approved the decision of the Standing Committee on Petitions that, in view of the fact that the matters dealt with in these petitions had already been investigated and reported on by the United Nations Visiting Mission to East Africa, 1960, the Council take these petitions into account during its examination of the conditions in the Territory and the report of the Visiting Mission, and that the petitioners be furnished with the report of the Visiting Mission and other relevant records of the debates in the Council concerning Ruanda-Urundi, including the Council's recommendations concerning the Territory.

#### **E. Petitions concerning the Cameroons under British administration**

30. At its twenty-sixth session, the Council examined, in accordance with the established procedure, the following petitions concerning the Cameroons under British administration and considered the following petitions and communications on general questions during its examination of the annual report on that Territory:

	<i>Number of petitions or communications</i>	<i>Document numbers</i>	<i>Resolution numbers</i>	<i>Report numbers</i>
Petitions examined according to the established procedure.....	127	T/PET.4/152/Add.4 and 5, 160-163, 164 and Add.1, 165-169, 170 and Add.1, 171-176, 177 and Add.1, 178-190, 191 and Add.1, 192 and 194; T/PET.4 and 5/24/Add.1 and 25-77	2030 (XXVI) to 2059 (XXVI)	T/L.975 to 978
Petitions raising general questions.....	1,860	T/PET.4/L.12-L.43, L.44 and Add.1, L.45-L.80, L.81 and		

<sup>35</sup> T/PET.3/104 and resolution 2029 (XXVI).

<sup>36</sup> T/PET.3/94 and resolution 2028 (XXVI).

<sup>37</sup> T/PET.3/95, 96 and Add.1, 97 and Add.1, 98-102, 103 and Add.1, 105-114; T/L.992, section III.

	<i>Number of petitions or communications</i>	<i>Document numbers</i>	<i>Resolution numbers</i>	<i>Report numbers</i>
		Add.1, L.82 and Add.1, L.83 and L.84; T/PET.4 and 5/L.35-L.38, L.39 and Add.1-3, and L.40-L.74		
Communications raising general questions.....	20	T/COM.4/L.33, L.36-L.38, L.40, L.42-L.47, L.49, L.50, L.51 and Add.1, L.52 and L.53		

31. Of the 127 petitions examined according to the established procedure, eighty-seven petitions<sup>38</sup> concerned both the former Trust Territory of the Cameroons under French administration and the Trust Territory of the Cameroons under British administration. These eighty-seven petitions were examined only in so far as they related to the latter Territory.

32. In the case of five petitions, which raised personal grievances or which submitted requests for assistance of various kinds, the Council drew the attention of the petitioners to the observations of the Administering Authority.<sup>39</sup>

33. One petitioner complained that the police in the Wum Division had been withholding public lecture permits and appealed against certain tax assessments.<sup>40</sup> Another protested that the medical, sanitary, educational and economic conditions in the Southern Cameroons, particularly in Victoria Town, were unsatisfactory and complained that Nigerians were given preferential treatment in the Southern Cameroons in the matter of jobs and in the allocation of land.<sup>41</sup> A third petitioner complained that the scale of burial fees charged by the Catholic Mission at Tombel was too high.<sup>42</sup> A fourth petition complained of interference by the Administering Authority with the postal services in the Territory, irregularities during preparations for the elections on 24 January 1959, bringing of armed forces into the Territory in order to intimidate people into supporting Dr. Endeley and of repressive measures against political refugees.<sup>43</sup> On these four petitions, the Council drew the attention of the petitioners to the observations of the Administering Authority.

34. On a petition complaining of irregularities in the registration of voters for the revision of the electoral lists in Missellele and Modeka constituencies,<sup>44</sup> the Council drew the petitioner's attention to the observations of the Administering Authority, noted the statement of the Special Representative that an investigation had been conducted and that nothing had been found to substantiate the allegation that a number of Cameroonians had been arbitrarily prevented from registering their names in the electoral lists, and expressed its confidence that, whenever a genuine grievance arose in this respect, the Administering Authority would take

the necessary steps to rectify any omissions in the electoral lists.

35. On two petitions, which contained claims for compensation against the Cameroons Development Corporation for losses and damages incurred when the Corporation decided to clear its boundaries of trespassers, the Council recalled its resolution 1937 (XXIII) adopted on fifty-six earlier petitions listing similar claims and drew the attention of the petitioners to the observations of the Administering Authority.<sup>45</sup>

36. In another petition, the chief of a Chomba village in the Ngemba area of Bamenda sought the intervention of the United Nations in a land dispute between his people and the Balis, more specifically with regard to the adjustment of boundaries in order to meet the needs of the increasing Chomba population. The Council drew the attention of this petitioner to the observations of the Administering Authority, and noted that a peace-making committee had recently been established by the Administering Authority to investigate complaints concerning the boundaries between the Balis and the Chombas.<sup>46</sup>

37. On five other petitions concerning land cases, the Council drew the attention of the petitioners to the observations of the Administering Authority. The first one from the Nonni Group Council asked that a legal boundary be demarcated between the lands of the Nonni and those of the Nsaw people, whom they accused of appropriating to themselves all funds marked for area development and improvement and also for permission to set themselves up as a separate clan and to administer their own justice on the ground that their customs varied from those of the Nsaw people.<sup>47</sup> The second petition from the people of Bali-Gham contained a complaint concerning the demarcation of the boundaries of the Santa Coffee Estate which, according to the petitioners, included Bali-Gham agricultural land, and asked that the name of the estate be changed to "Bali-Gham Coffee Estate."<sup>48</sup> In the third one, an ex-serviceman sought compensation for a plot of land which he had to vacate in 1953 to make room for the construction of a church in Banso.<sup>49</sup> In the fourth petition, an ex-forest guard claimed title to a plot of land on which there was a house which he had bought from the Bamenda South-Eastern Native Authority in 1952.<sup>50</sup> In the fifth one, the petitioner accused the Fon of Nsaw of having distributed to outsiders certain portions of land

<sup>38</sup> T/PET.4 and 5/24/Add.1, and 25-77.

<sup>39</sup> T/PET.4/165, 172, 174 and 182; and T/PET.4 and 5/31 and resolutions 2036 (XXVI), 2040 (XXVI), 2042 (XXVI), 2045 (XXVI) and 2056 (XXVI).

<sup>40</sup> T/PET.4/173 and resolution 2041 (XXVI).

<sup>41</sup> T/PET.4/192 and resolution 2053 (XXVI).

<sup>42</sup> T/PET.4 and 5/50 and resolution 2059 (XXVI).

<sup>43</sup> T/PET.4 and 5/37 and resolution 2058 (XXVI).

<sup>44</sup> T/PET.4/189 and resolution 2050 (XXVI).

<sup>45</sup> T/PET.4/152/Add.4 and 5 and resolution 2030 (XXVI).

<sup>46</sup> T/PET.4/160 and resolution 2031 (XXVI).

<sup>47</sup> T/PET.4/162 and resolution 2033 (XXVI).

<sup>48</sup> T/PET.4/164 and Add.1 and resolution 2035 (XXVI).

<sup>49</sup> T/PET.4/184 and resolution 2047 (XXVI).

<sup>50</sup> T/PET.4/185 and resolution 2048 (XXVI).

in Kumbo which had always belonged customarily to the petitioner's family.<sup>51</sup>

38. In the case of two petitions, one from the people of Sumbe expressing their wish to set themselves up as a separate village, with their own village head and tax collector,<sup>52</sup> and the other from the Ngolo-Bolo Community objecting to tax being collected from them by the Northern Bakundu Native Authority rather than by the Mbonge Native Authority with which they claimed to have long-standing tribal affiliations,<sup>53</sup> the Council drew the petitioners' attention to the observations of the Administering Authority.

39. On three petitions containing complaints arising out of incidents connected with the passage of the United Nations Visiting Mission to Trust Territories in West Africa, 1958, the Council drew the attention of the petitioners to the observations of the Administering Authority.<sup>54</sup>

40. On one petition complaining of refusal to grant permits to the Northern Kamerun Democratic Party to hold public lectures and of the arrest and detention without charge or trial of its members, the Council drew the attention of the Petitioners to the observations of the Administering Authority and recommended that applications for permission to hold political meetings be considered by the appropriate authorities impartially and in as expeditious a manner as practicable so as to ensure to all political parties, without any discrimination, full freedom to assemble and to express their views and further that the Administering Authority continue to abide by democratic principles in guaranteeing to the inhabitants of the Territory their rights to freedom of speech and of assembly.<sup>55</sup>

41. The remaining petitions protested against the arrest and repatriation to the former Trust Territory of the Cameroons under French administration of political refugees who had sought asylum in the Cameroons under British administration. These petitions also complained of unwarranted searches of houses, seizure of funds and books and interference with office correspondence. Several of these petitions also protested against

the arrest and imprisonment of One Kamerun Party members and against their alleged persecution by the Administering Authority through unmotivated detention or excessive tax assessments.<sup>56</sup> On all of these petitions, the Council drew the attention of the petitioners to the observations of the Administering Authority.

42. In the case of nine of these petitions, which contained complaints of illegal arrests and detentions, imprisonment and deportation of members of the One Kamerun Party, confiscation of the funds of the party and arrests of persons suspected of reading certain publications, the Council drew the attention of the petitioners to the observations of the Administering Authority and noted the statement of the Administering Authority that One Kamerun was a recognized political party and that it was as free as other political organizations to pursue all legitimate activities. The Council further noted that, under the criminal code, the importation and possession of publications which may be regarded by the Governor-General of the Federation of Nigeria, on the advice of the Council of Ministers of the Federation, as subversive or a danger to peace, order and good government, are prohibited and that there is a list of some twenty such proscribed publications, the possession of any of which makes an inhabitant of the Trust Territory liable to arrest and prosecution; it recommended that the Administering Authority, bearing in mind the importance of the free circulation of literature containing different political views and the preservation of the rights of freedom of thought and of expression, review the position in this regard with a view to ensuring that these rights are not curtailed in any manner.<sup>57</sup>

## F. Petitions concerning New Guinea

43. At its twenty-sixth session, the Council examined, according to the established procedure, the following petitions concerning New Guinea and considered the following petitions on general questions during its examination of the annual report on that Territory:

	<i>Number of petitions</i>	<i>Document numbers</i>	<i>Resolution numbers</i>	<i>Report number</i>
Petitions examined according to the established procedure.....	3	T/PET.813-15	2060 (XXVI) and 2061 (XXVI)	T/L.971
Petition raising general questions....	1	T/PET.8/L.5		

44. The Council resumed consideration of a petition concerning certain lands in the Kunabak area claimed by the indigenous inhabitants, which was the subject of resolution 2005 (XXIV). The Council drew the attention of the petitioner to the observations of the Administering Authority, noted that an investigation of the claim had been completed and that a final decision in the matter was awaited and requested the Administering Authority to inform the Council when a final settlement was effected.<sup>58</sup>

45. The other two petitions examined according to the established procedure concerned the death of a native of New Guinea as a result of a blow inflicted on him by his Australian employer. The Council expressed regret at the death of the person and noted that compensation amounting to £100 had been paid to the dependent mother of the deceased. It noted further the statement of the Administering Authority that there

<sup>51</sup> T/PET.4/186 and resolution 2049 (XXVI).

<sup>52</sup> T/PET.4/163 and resolution 2034 (XXVI).

<sup>53</sup> T/PET.4/166 and resolution 2037 (XXVI).

<sup>54</sup> T/PET.4 and 5/32 and 33 and T/PET.4/170 and Add.1 and resolutions 2057 and 2039 (XXVI).

<sup>55</sup> T/PET.4/190 and resolution 2051 (XXVI).

<sup>56</sup> T/PET.4/161, 167 and 180; 168, 169 and 171; 175, 176, 177 and Add.1, 178 and 179; 181, 183, 187 and 188; 191 and Add.1; 194; T/PET.4 and 5/24/Add.1, 25-30, 34-36, 38-49 and 51-77 and resolutions 2032 (XXVI), 3038 (XXVI), 2043 (XXVI), 2044 (XXVI), 2046 (XXVI), 2052 (XXVI), 2054 (XXVI) and 2055 (XXVI).

<sup>57</sup> T/PET.4/175, 176, 177 and Add.1, 178 and 179 and resolution 2043 (XXVI).

<sup>58</sup> T/PET.8/13 and resolution 2060 (XXVI).

was no discrimination in the laws in force or in the administration of justice in pursuance thereof in the Territory and expressed the hope that the Administering Authority would take any measures necessary to obviate any further complaints of discrimination in the administration of justice arising from differential treatment based on extraneous considerations such as the one cited in the present case, namely, that imprisonment instead of a fine would have meant banishment of the accused from the Territory. The Council also

noted the assurance of the Administering Authority that it was taking all possible steps to prevent the infliction of corporal punishment on workers by their employers.<sup>59</sup>

### G. Petition concerning Nauru

46. At its twenty-sixth session, the Council examined, according to the established procedure, the following petition concerning Nauru:

	<i>Number of petitions</i>	<i>Document number</i>	<i>Resolution number</i>	<i>Report number</i>
Petition examined according to the established procedure.....	1	T/PET.9/20	2062 (XXVI)	T/L.972

47. This petition complained of discriminatory treatment of natives of Nauru when travelling on ships of the British Phosphate Commissioners between Ocean Island and Nauru or *vice versa*. The Administering Authority stated that there was no such discrimination and that precise instructions had been issued to all concerned in order to remove any doubts or misunderstandings in the future in regard to the rights of all passengers. The Council drew the attention of the

petitioner to the observations of the Administering Authority.<sup>60</sup>

### H. Petitions concerning Somaliland under Italian administration

48. At its twenty-sixth session, the Council examined, according to the established procedure, the following petitions concerning Somaliland under Italian administration and considered the following petitions and communications on general questions during its examination of the annual report on that Territory:

	<i>Number of petitions or communications</i>	<i>Document numbers</i>	<i>Resolution numbers</i>	<i>Report numbers</i>
Petitions examined according to the established procedure..	307	T/PET.11/704, 706-708, 710-712, 724, 734, 762, 764 and Add.1-5, 768-770, 771 and Add.1, 772-779, 780 and Add.1-2, 781-785, 786 and Add.1, 787 and Add.1, 788-796, 797 and Add.1-2, 798-812, 813 and Add.1-2, 814-821, 822 and Add.1-2, 823-825	2064 (XXVI) to 2100 (XXVI)	T/L.988, 989 and 991
Petitions raising general questions .....	75	T/PET.11/L.61-L.73		
Communications raising general questions.....	39	L/COM.11/L.332-L.346, L.348 and Add.1, L.349-L.351, L.354-L.356, L.358-L.361		

49. Eight of the petitions examined according to the established procedure concerned the death on 16 April 1957, of H.E. Mohamed Kamal Eddin Salah. On 2 August 1957, the Court of Assizes had pronounced one person guilty of murder and sentenced him to penal servitude for life and had acquitted three others who were arrested for complicity in the murder. The Council postponed consideration of these petitions at

its twenty-second and twenty-fourth sessions, pending final decision on the case by the Assize Court of Appeals with which an appeal had been lodged against the judgement of the lower court. At its twenty-sixth session, the Council drew the attention of the petitioners to the observations of the Administering Authority and noted the final judgement rendered by the Assize Court of Appeals.<sup>61</sup>

<sup>59</sup> T/PET.8/14 and 15 and resolution 2061 (XXVI).

<sup>60</sup> T/PET.9/20 and resolution 2062 (XXVI).

<sup>61</sup> T/PET.11/704, 706, 707, 708, 710, 711, 712 and 724 and resolution 2064 (XXVI).



50. On a petition complaining of interference by the Ethiopian Consul in Mogadiscio in the internal political affairs of the Territory and on which the Administering Authority had observed that, in view of the general nature of the complaint, it was unable to determine whether the petition had any basis in fact, the Council drew the attention of the petitioners to the observations of the Administering Authority.<sup>62</sup>

51. On a petition from a disabled and unemployed person, which contained a request for assistance to support his family, the Council drew the petitioner's attention to the observations of the Administering Authority, in particular that the Somali Government was looking into the possibility of employing him in a post compatible with his disability, and expressed the hope that the Somali Government would find suitable employment for him.<sup>63</sup>

52. On a petition concerning difficulties encountered by a candidate for an agricultural scholarship for study abroad offered through the International Cooperation Administration and complaining generally about the attitude of the ICA officials in Somaliland, the Council drew the attention of the petitioner to the observations of the Administering Authority and suggested to the Administering Authority that it consider the petitioner for the award of a scholarship for study abroad whenever a suitable opportunity arose.<sup>64</sup>

53. A number of petitions contained various personal grievances.<sup>65</sup> Several other petitions contained complaints against restrictions placed on the activities of the opposition parties, namely, the Great Somalia League (GSL), the Somali National Union (SNU) and the Independent Constitutional Somali Party (HDMS), or complaints about the conduct of the March 1959 elections, or charges that the Administering Authority, the Somali Government and the Somali Youth League had conspired to destroy the opposition parties by accusing them of terrorism and violence.<sup>66</sup> One petition jointly submitted by the three opposition parties complained that the present Legislative Assembly and the organs of Somali Government were not properly elected by the people and consequently that there did not exist a constitutionally elected Government to which the powers of governing the Territory

could be entrusted.<sup>67</sup> It also complained of continued threats against members of the opposition parties. On all these petitions, the Council, in a series of resolutions, drew the attention of the petitioners to the observations of the Administering Authority.

54. In the case of one petition in which the President of the Central Committee of the HDMS party, who had appeared orally as a petitioner before the Trusteeship Council in July 1959, complained that the Administering Authority had been intensifying its pressure against his party and expressed the fear that reprisals might be taken against him on his return to Mogadiscio from New York, the Council drew the attention of the petitioner to the observations of the Administering Authority and noted the statement of the Administering Authority that neither the petitioner nor his party had ever been subjected to any reprisals by the Administering Authority or by the Somali Government.<sup>68</sup>

55. On seven petitions protesting against the arrest of the President and of fourteen members of the Associazione Nazionale Ex-Combattenti Somali and against the expulsion of certain Somali ex-servicemen from Mogadiscio, the Council drew the attention of the petitioners to the observations of the Administering Authority.<sup>69</sup>

56. In respect of 230 petitions containing claims of Somali ex-servicemen arising out of military service and requesting final settlement of all such claims before the termination of the Trusteeship Agreement,<sup>70</sup> the Administering Authority informed the Council that all outstanding claims would be settled during the month of June 1960 and that the problem could therefore be regarded as having been entirely solved. On these petitions, the Council drew the attention of the petitioners to the observations of the Administering Authority.

## I. Petitions concerning Western Samoa

57. At its twenty-sixth session, the Council considered the following communication raising general questions during its examination of the annual report on that Territory:

		Document number
Communications raising general questions.....	1	T/COM.1/L.2

<sup>62</sup> T/PET.11/734 and resolution 2065 (XXVI).

<sup>63</sup> T/PET.11/800 and resolution 2089 (XXVI).

<sup>64</sup> T/PET.11/801 and resolution 2090 (XXVI).

<sup>65</sup> T/PET.11/764 and Add.1-5, 774, 786 and Add.1, 787 and Add.1, 789, 790, 791, 795, 798, 799, 805, 812, 817, 819, 824 and 825 and resolutions 2067 (XXVI), 2073 (XXVI), 2078 (XXVI), 2079 (XXVI), 2081 (XXVI)-2083 (XXVI), 2086 (XXVI)-2088 (XXVI), 2092 (XXVI), 2094 (XXVI), 2096 (XXVI), 2097 (XXVI), 2099 (XXVI) and 2100 (XXVI).

<sup>66</sup> T/PET.11/762, 768-773, 777, 778, 780-785, 792-794, 804, 816 and 820 and resolutions 2066 (XXVI), 2068 (XXVI)-2072 (XXVI), 2075 (XXVI)-2077 (XXVI), 2084 (XXVI), 2085 (XXVI), 2091 (XXVI) and 2098 (XXVI).

<sup>67</sup> T/PET.11/811 and resolution 2093 (XXVI).

<sup>68</sup> T/PET.11/788/Rev.1 and resolution 2080 (XXVI).

<sup>69</sup> T/PET.11/813 and Add.1 and 2, 818 and 821 and resolution 2095 (XXVI).

<sup>70</sup> T/PET.11/775, 776, 779, 796, 797 and Add.1 and 2, 802, 803, 806-810, 814, 815, 822 and Add.1 and 2, and 823 and resolution 2074 (XXVI).



## Chapter IV

### VISITS TO TRUST TERRITORIES

#### A. United Nations Visiting Mission to Trust Territories in East Africa, 1960

1. The United Nations Visiting Mission to Trust Territories in East Africa, 1960, appointed by the Council at its twenty-fifth session, was composed of Mr. Mason Sears (United States), Chairman; Mr. P. K. Edmonds (New Zealand); Mr. Miguel Solano López (Paraguay) and Mr. Omar Loutfi (United Arab Republic). At the same session, the Council adopted a resolution<sup>1</sup> setting forth the terms of reference of the Visiting Mission. In this resolution, the Council directed the Visiting Mission: (1) to investigate and report as fully as possible on the steps taken in the Trust Territories of Ruanda-Urundi and Tanganyika towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949 and other relevant Assembly resolutions, in particular resolutions 1412 (XIV) of 5 December 1959 on the preparation and training of indigenous civil cadres in the Trust Territories, 1413 (XIV) of 5 December 1959 on the attainment of self-government or independence by Trust Territories and 1419 (XIV) of 5 December 1959 on plans for political reform for the Trust Territory of Ruanda-Urundi; (2) to give attention, as might be appropriate in the light of discussions in the Trusteeship Council and in the General Assembly and of resolutions adopted by them, to issues raised in connection with the annual reports on the administration of the Trust Territories concerned, in petitions received by the Council relating to these Territories, in the reports of the previous periodic visiting missions to these Territories and in the observations of the Administering Authorities on these reports; (3) to make a special investigation of the conditions and causes of the recent disturbances in Ruanda-Urundi; and (4) to receive petitions and to investigate on the spot, in consultation with the local representative of the Administering Authority concerned, such of the petitions received as, in its opinion, warranted special investigation. Finally, the Council requested the Visiting Mission to submit to the Council, in time for consideration by it at its twenty-sixth session, a report on each of the Territories visited containing its findings, with such observations, conclusions and recommendations as it might wish to make.

2. The Mission departed from Headquarters in February 1960. After a short stop in Brussels where it had preliminary discussions with the Belgian authorities, the Mission visited Ruanda-Urundi from 2 March until 1 April. It then proceeded to Tanganyika which it visited from 1 to 22 April. It stopped briefly in Nairobi (Kenya) to meet with the Administrator of the East Africa High Commission, thence it went to London and

Brussels to hold discussions with officials of the United Kingdom and Belgian Governments, before returning to Headquarters on 29 April.

3. The Mission submitted to the Council separate reports on the Territories visited.<sup>2</sup> These reports, together with the statements of the representative and the special representative of the Administrative Authority made at the 1100th meeting of the Council concerning the report of Tanganyika, were examined by the Council in conjunction with the annual reports of the Administering Authorities concerned. The main observations and conclusions of the Mission on conditions in the two Territories are to be found in the chapters on those Territories in Part II of the present report. In addition, the Council adopted a resolution<sup>3</sup> in which it, *inter alia*, took note of the reports of the Visiting Mission and of the observations of the Administering Authorities thereon; expressed its appreciation of the work accomplished by the Visiting Mission; decided that it would continue to take the Mission's observations, conclusions and recommendations as well as the observations of the Administering Authorities thereon into account in future examination of matters relating to the Trust Territories concerned and invited the Administering Authorities concerned to take into account the conclusions and recommendations of the Visiting Mission as well as the comments made thereon by the members of the Trusteeship Council.

#### B. United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1961

4. At its 1127th meeting, the Council unanimously adopted a resolution<sup>4</sup> by which it decided that a regular Visiting Mission should be dispatched to the Trust Territory of the Pacific Islands at the usual periodic intervals in order to enable a closer study to be made of developments in that Territory, and that the first such Visiting Mission should make a visit to the Territory early in 1961. The Council also decided that the Governments of Belgium, Bolivia, India and the United Kingdom of Great Britain and Northern Ireland should be invited to submit nominations for membership of the Visiting Mission.

5. Subsequently, at its 1134th meeting, the Council approved the nominations of Mr. Carlos Salamanca (Bolivia) and of Mr. Maharajakrishna Rasgotra (India) as members and elected Mr. Salamanca as Chairman of the Visiting Mission. The Council decided that the nominations to be submitted by the Governments of Belgium and of the United Kingdom at a later date would be approved as members of the Mission.

<sup>2</sup> T/1532 and Add.1, T/1538.

<sup>3</sup> Resolution 2019 (XXVI).

<sup>4</sup> Resolution 2017 (XXVI).

<sup>1</sup> Resolution 2009 (XXV) of 4 February 1960.

6. At the same meeting, the Council adopted a resolution<sup>5</sup> setting forth the terms of reference of the Visiting Mission. In this resolution, the Council directed the Visiting Mission: (1) to investigate and report as fully as possible on the steps taken in the Trust Territory towards the realization of the objective set forth in Article 76 b of the Charter of the United Nations, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949 and other relevant Assembly resolutions; (2) to investigate and report fully on the formulation of early successive intermediate targets and dates in the fields of political, economic, social and educational development so as to create, as soon as possible, favourable conditions for the attainment of self-government or independence; (3)

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<sup>5</sup> Resolution 2020 (XXVI).

to give attention, as might be appropriate in the light of discussions in the Trusteeship Council and of resolutions adopted by it, to issues raised in connexion with the annual reports concerning the Territory, in the reports of the previous periodic Visiting Missions to the Territory and in the observations of the Administering Authority on these reports; and (4) to receive petitions, without prejudice to its acting in accordance with the rules of procedure of the Council, and to investigate on the spot, after consultation with the local representative of the Administering Authority, such of the petitions received as, in its opinion, warranted special investigation. Finally, the Council requested the Visiting Mission to submit to the Council as soon as practicable, a report on the visit to the Territory containing its findings with such observations, conclusions and recommendations as it might wish to make.

## Chapter V

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

#### A. General

1. By resolution 1413 (XIV) of 5 December 1959, the General Assembly requested the Administering Authorities concerned to propose, after consultation with the representatives of the inhabitants, for the consideration of the General Assembly at its fifteenth session, time-tables and targets for the attainment of independence by the Trust Territories of Tanganyika and Ruanda-Urundi in the near future. It also invited the Administering Authorities concerned to formulate, in respect of the remaining Trust Territories, early successive intermediate targets and dates in the fields of political, economic, social and educational development so as to create, as soon as possible, favourable conditions for the attainment of self-government or independence. Finally, the Assembly requested the Trusteeship Council, in its examination of the annual reports submitted by the Administering Authorities and in formulating the terms of reference of the 1960 Visiting Mission to Trust Territories in Africa, to keep in view the provisions of that resolution. It may be recalled that the General Assembly, in its resolution 1274 (XIII) of 5 December 1958, had noted, *inter alia*, that by the measures taken or to be taken by some Administering Authorities on consultation with the United Nations and the peoples of the Territories concerned, Togoland under French administration, the Cameroons under United Kingdom administration, the Cameroons under French administration, Somaliland under Italian administration and Western Samoa under New Zealand administration were expected to achieve in 1960 the objective of the Trusteeship System laid down in Article 76 b of the Charter of the United Nations. The Assembly went on to invite the Administering Authorities concerned to formulate, in respect of the remaining Trust Territories, early successive intermediate targets and dates in the fields of political, economic, social and educational development of these Territories so as to create, as soon as possible, the preconditions for the attainment of self-government or independence.

2. The General Assembly had earlier, in its resolution 558 (VI) and subsequent resolutions on the same subject, envisaged that the Administering Authority of each Trust Territory other than Somaliland under Italian administration might include in its annual report information as to the measures taken or contemplated to lead the Territory to the objective of self-government or independence in the shortest possible time, the manner in which the particular circumstances of the Territory and its peoples and their freely-expressed wishes were being taken into account in these matters, the adequacy of the provisions of the existing Trusteeship Agreement, and estimates of the time needed both to complete one or more of the

measures meant to create the preconditions for the attainment of self-government or independence and to reach the final objective. The General Assembly in resolutions 752 (VII) and 858 (XX) provided further for the Trusteeship Council to devote a separate section of its reports to the Assembly to an account of the action taken by the Administering Authorities on these matters, including specifically measures taken in respect of consultations with the inhabitants, the development of representative, executive and legislative organs, universal adult suffrage and direct elections, the training and appointment of indigenous persons for positions of responsibility in the administration, and the development of adequate public revenue, and the Council's conclusions and recommendations on the subjects.

3. In pursuance of the above request, the Council, by resolutions 1254 (XXVI) of 19 July 1955 and 1369 (XVII) of 16 March 1956, adopted a special procedure for dealing with the question of the attainment of self-government or independence. According to this procedure, the question of the attainment is considered by the Council in conjunction with the examination of conditions in each Trust Territory and the various information desired by the General Assembly is included in the chapter of its report to the Assembly dealing with conditions in the Territory, together with the conclusions and recommendations of the Council.

4. During the period under review, the Council applied the special procedure in examining conditions in Tanganyika, Ruanda-Urundi and the four Trust Territories in the Pacific. As regards the establishment of intermediate and final time periods for the development of self-government or independence, the Council included in the appropriate chapters of its report which dealt with conditions in the Trust Territories concerned a special section setting out the information available to it and its conclusions thereon. As regards the specific measures upon which the Assembly had requested it to report, it adapted the political and economic sections of each chapter in order to ensure the presentation, in a readily identifiable form, of the relevant information on these subjects and the conclusions and recommendations which it considered appropriate to adopt on them. References in greater detail to the information desired by the General Assembly are set out in the sections which immediately follow.

#### B. Attainment of self-government or independence by Trust Territories

5. The information available to the Council and its conclusions and recommendations concerning the establishment of intermediate target dates and final time-limits for the attainment by the Trust Territories con-

cerned of self-government or independence are included in part II of the present report as follows:

<i>Territory</i>	<i>Chapter</i>	<i>Paragraphs</i>
Tanganyika .....	I	250-272
Ruanda-Urundi .....	II	37-48, 49(d)
Western Samoa .....	V	201-209
New Guinea .....	VI	207-209
Nauru .....	VII	137-140

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

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

<i>Subject and Territory</i>	<i>Chapter</i>	<i>Paragraphs</i>
<i>(a) Consultations with inhabitants in regard to measures taken or contemplated toward self-government</i>		
Tanganyika .....	I	15-17
Ruanda-Urundi .....	II	37-48, 49(d)
Western Samoa .....	V	11-16
New Guinea .....	VI	38
Nauru .....	VII	—
<i>(b) Development of representative, executive and legislative organs and the extension of their powers</i>		
Tanganyika .....	I	18-33
Ruanda-Urundi .....	II	37-48, 49(d)

<i>Subject and Territory</i>	<i>Chapter</i>	<i>Paragraphs</i>
Western Samoa .....	V	17-25
New Guinea .....	VI	21-37
Nauru .....	VII	26-32

#### *(c) Development of universal adult suffrage and direct elections*

Tanganyika .....	I	31-40
Ruanda-Urundi .....	II	37-48, 49(d)
Western Samoa .....	V	40-42
New Guinea .....	VI	39
Nauru .....	VII	33, 34

#### *(d) Training and appointment of indigenous persons for positions of responsibility in the administration*

Tanganyika .....	I	49-53
Ruanda-Urundi .....	II	87-93
Western Samoa .....	V	47-53
New Guinea .....	VI	40-43
Nauru .....	VII	35-39

#### *(e) Development of adequate public revenue*

Tanganyika .....	I	128-136
Ruanda-Urundi .....	II	169-178
Western Samoa .....	V	111-114
New Guinea .....	VI	85-89
Nauru .....	VII	66-74

## Chapter VI

### OTHER QUESTIONS CONSIDERED BY THE TRUSTEESHIP COUNCIL

#### A. Administrative unions affecting Trust Territories

1. The Standing Committee on Administrative Unions established by Trusteeship Council resolution 293 (VII) of 17 July 1950 submitted to the Council at its twenty-sixth session four reports on the administrative unions affecting the Trust Territories of New Guinea, the Cameroons under British administration, Tanganyika and Ruanda-Urundi, respectively.<sup>1</sup>

2. In the reports concerning New Guinea and Tanganyika, the Committee proposed a number of draft conclusions and recommendations which the Council adopted at its 1127th and 1130th meetings. These conclusions and recommendations have been included in the chapters on conditions in the Territories concerned.

3. In the course of the consideration by the Council of the Committee's report on New Guinea, the representative of the Union of Soviet Socialist Republics moved the adoption of the proposal submitted by the representative of the United Arab Republic to the Committee, the full text of which reads as follows:

"The Trusteeship Council, recalling the provisions of General Assembly resolution 326 (IV) regarding the desirability of establishing in each Trust Territory separate legislative and judicial bodies and noting the statement by the Administering Authority that no plan exists to establish separate administrative, legislative and judicial organs for the Trust Territory, expresses the hope that the Administering Authority will give serious consideration to the possibility of the establishment of separate legislative and judicial organs in New Guinea."

This proposal was rejected by a tie vote of 7 to 7.

4. In the report relating to the Cameroons under British administration the Committee reviewed the recent developments concerning the administrative union affecting that Territory. In view of these developments, the Committee considered it unnecessary to submit a report on the operation of the administrative union in question, a conclusion which was approved by the Council at its 1127th meeting.

5. The Committee's report on Ruanda-Urundi contained a draft recommendation which was adopted by the Council at its 1134th meeting for inclusion in the chapter on conditions in that Territory.

#### B. Rural economic development of the Trust Territories

##### (a) INTRODUCTION

6. By resolution 1208 (XII) of 13 December 1957, the General Assembly decided, in order to facilitate the eventual study by the Assembly of problems of

land tenure, land utilization and land alienation in the Trust Territories, to invite the appropriate specialized agencies, particularly the Food and Agriculture Organization of the United Nations and the International Labour Organisation, to submit to the Trusteeship Council their observations and suggestions concerning these problems.

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

8. The Committee on Rural Economic Development, composed of the representatives of China, India, the United Kingdom of Great Britain and Northern Ireland and the United States of America submitted, in accordance with the Council's resolution 1953 (XXIV), a report on population, land utilization and land tenure in Tanganyika. At its 1131st meeting, the Council adopted resolution 2016 (XXVI) whereby it expressed its appreciation of the work done by the Committee, adopted the report<sup>2</sup> containing the conclusions and recommendations of the Committee based on its study of conditions in the Territory, decided to transmit this report to the General Assembly, together with the summary of comments and observations made by members of the Council<sup>3</sup> and commended the documents to the attention of the Administering Authority.

##### (b) CONCLUSIONS AND RECOMMENDATIONS

###### (i) Population

###### *Gross domestic product*

9. The Council, considering that the increase of 21 per cent of the Territory's gross domestic output during the year 1955-1959 is evidence of continuing improvement in the economic conditions in the Territory and that this growth had resulted in some improvement in the level of living of the population, while commending the Administering Authority for the measures it had taken to foster and encourage the development and for the financial and technical assist-

<sup>1</sup> T/L. 983 and Add. 1, 2 and 3.

<sup>2</sup> T/1544.

<sup>3</sup> T/SR. 1131.

ance it had given to the Territory for this purpose, expresses the hope that the Administering Authority and the Government of Tanganyika will continue to seek with the utmost vigour and imagination to improve the economic conditions in the Territory.

10. The Council notes that the gross domestic product per head of population, though increasing, is still relatively low, being estimated at about £20 per capita in 1959. It further notes that some 40 per cent of the gross domestic product was contributed by the subsistence economy, that the agricultural and livestock sectors of the economy together contributed about 55 per cent of the gross domestic product, that nearly 60 per cent of the output of these sectors was retained by the producers for home consumption and did not come on the market for sale and that manufacturing industries and mining and quarrying contributed less than 4 per cent each to the gross domestic product it considers that too high a proportion of the productive effort must still be devoted to subsistence food production and that increased production for the market is urgently required in order to raise the level of living of the majority of the population as well as to provide a surplus for development purposes.

11. The Council does not wish to minimize the difficulties involved in the conversion of what was until fairly recent times an essentially subsistence economy with the sale of exchange of surplus production limited to local markets to an economy in which production activities are largely oriented towards sale in the wider market, both local and overseas. It recognizes that such a development must ultimately depend in large measure upon the energy, skill and ability shown by the population of the Territory in the use of the resources available to them and that a great many problems of a social, economic and technical nature must be resolved. The Council is confident that these problems will be solved, but it recognizes that technical and financial assistance to the Territory from outside sources would materially accelerate the development process.

12. In this connexion, the Council notes with satisfaction that gross capital formation in the Territory has been at a relatively high rate for a country at Tanganyika's present stage of development, both within the private and public sectors of the economy. It further notes that much of government capital expenditure has been financed from loans, local and overseas, and by substantial grants from Colonial Development and Welfare funds and other sources provided by the Administering Authority and that while the contribution from general revenue of the government has been on a smaller scale it has been by no means insubstantial. For the year 1960-1961, the sum of £2.7 million from Colonial Development and Welfare funds is provided for financing development and it is estimated that £0.75 million will be available from general revenue and that £2.7 million will be obtained by borrowing. The Council appreciates that to a very large extent the Territory will have to rely for the financing of capital development on assistance from outside sources. The Council notes with satisfaction that under the new Colonial Development and Welfare Act the Territory has been allotted £6 million for the next five-year period (1959-1964) and that a further £2 million is available from the allocations for the previous five-year period but, recognizing that this amount is small compared with the Territory's needs, it trusts that the Admin-

istering Authority will be able to continue on an increased scale its assistance to the Territory. The Council also hopes that applications submitted by the Administering Authority on behalf of the Territory for technical assistance to the United Nations and the specialized agencies, including the Special Fund and the International Bank for Reconstruction and Development will receive prompt and sympathetic consideration.

#### *Distribution of population*

13. The Council observes that the great majority of the African population is engaged in agriculture and animal husbandry but that, owing to various ecological and climatic factors, the rural population is very unevenly distributed, tending to cluster in certain favoured areas leading to overcrowding in these areas and leaving large sections of the Territory thinly populated or virtually uninhabited. Moreover, the Council notes that the rate of population increase appears to be more rapid in the heavily populated areas and shares the view expressed by the Royal Commission (1953-1955) that increasing pressure on the land in the overcrowded areas is one of the basic causes of poverty in East Africa. It recognizes that steps have been taken in the past to deal with this situation by the provision of expansion areas for the voluntary resettlement of people from the overcrowded areas but believes that much remains to be done on a more comprehensive basis. It appreciates that large-scale resettlement schemes are necessarily expensive if they are to be made sufficiently attractive to achieve their purpose and agrees with the view expressed by the Royal Commission that the solution of the problem lies in the economic development of fertile land rather than the development of remoter areas or the construction of costly capital works. In this connexion, the Council attaches considerable importance to the proposals for the comprehensive development of the Rufiji and other river basins in the Territory (see paras. 46-47 below).

#### *Water supplies*

14. One of the more important factors determining the distribution of population in the rural areas is the presence or absence of a permanent supply of water for domestic and livestock purposes. The Council appreciates that the Territory is not naturally well-watered; it was estimated in 1934 that nearly two-thirds of the population occupied approximately 10 per cent of the area considered to be well-watered and that nearly two-thirds of the Territory had no permanent water-supply and was virtually uninhabited. The Council notes that the Royal Commission, in recalling this estimate, stated that, though much had been done to alleviate the position, this general situation had remained relatively unchanged. The Council recognizes that the Administering Authority has continued to pay particular attention to the provision of domestic rural water supplies by the construction of surface storage reservoirs and piped water supplies and by the drilling of wells, but considers that much remains to be done and that increased expenditure for this purpose is necessary in the interest of general development.

#### *Tsetse infestation*

15. The Council notes that another important factor in determining population distribution has been the infestation of some two-thirds of the Territory by the tsetse fly, various species of which are the vectors of

the organisms causing human and animal trypanosomiasis (sleeping sickness); this has restricted the movement of population and livestock into these areas, some of which are otherwise suitable for farming or animal husbandry or both. The Council recognizes that eradication or control measures involve considerable expense and difficulty since, in the words of the Royal Commission, tsetse infestation is only one aspect of a complex ecological balance and generally speaking it does not pay to spend large sums on reclamation unless the associated factors, including the availability of settlers, allow the economic development of the cleared land to be undertaken immediately and the development and adoption of suitable systems of farming to be adopted. The Council notes with satisfaction the statement of the Administering Authority that during the ten years of its existence the Tsetse Survey and Reclamation Department has been successful in freeing land from tsetse fly to such an extent that human trypanosomiasis is no longer a serious problem except in certain areas of the Western Province, and in fact is now much less of a problem than animal trypanosomiasis and the consequent loss of land suitable for pastoral development; and that in view of this the Department became a Division of the Veterinary Department in 1959. It further notes that the Territory is being assisted by the East Africa High Commission. The Council expresses its appreciation of the results so far achieved and its confidence that the efforts to eliminate this serious pest will be continued and increased.

#### *Migration of labour*

16. The Council notes that, with the increasing development of the Territory, urban population has been growing at a considerably more rapid rate than that of the Territory as a whole, partly as a result of the migration of the rural population to the important centres of commerce and industry; and that a similar movement is taking place from the mainly subsistence rural areas to the commercialized agricultural areas, e.g., the sisal and tea plantations, and also to the mining areas. The Council further notes that, while complete statistics of these movements are not available, in 1958 a total of 173,600 persons used the transit centres and posts maintained by the Government for the use of migrant labour as compared with a total of about 339,000 African men in wage employment, thereby indicating a high turnover of such labour. The Council recognizes that the migration of workers, in so far as it relieves pressure of population on the land in the rural areas and does not result in unemployment in the employment centres, can be of value by effecting a more favourable distribution of population and improving the level of living of those concerned. At the same time, it considers that the high rate of turnover of the migrant workers considerably reduces its value for these purposes and creates problems of social and economic instability in both the tribal areas and the employment centres. The Council agrees with the views expressed by the Royal Commission that the existence of a migratory labour force of this type is likely to depress wages and conditions of employment and that low wages which fail to cover the cost of living of the labourer make no contribution to the creation of a settled body of workers in urban areas, which is an essential prerequisite for the creation of an effective labour force.

17. The Council appreciates that the Tanganyika Government has undertaken a number of studies of the problems of migrant labour and the conditions necessary for its stabilization. But the various implications of large-scale migration of workers from rural to urban areas and from subsistence farming to plantation areas are important elements for consideration in any balanced development programme. The Council therefore considers it is necessary to have more comprehensive and specific information than is at present available for Tanganyika concerning the nature and scope of such movements and their effects on agriculture as well as on economic and social conditions generally. It also considers that the harmful aspects which often accompany labour migration — instability of employment, low productivity and inadequate wages, as well as its detrimental effects on African farming and family life — emphasize the need for a detailed study of migrant labour problems in the Territory in order to provide a basis for considering appropriate remedies. The Council hopes that the Administering Authority will consider the advisability of seeking the assistance of the ILO for undertaking such a study.

#### *Level of wages*

18. The Council, considering that cash wages and other remuneration offering the possibility of an improvement in their level of living are among the main incentives encouraging people to seek work outside their tribal areas, notes the opinion of the Royal Commission that, apart from the factors which govern the demand for labour and the wage which employers are able and willing to pay, the key to a permanent raising of the monetary incentives of African labour is to foster an increase in the real income of the peasant farmers whether they produce for their own consumption or for sale in the market. The Council further notes that the Royal Commission considered: that substantial wage increases would result in the short run in higher labour costs, which must be met either from increased prices for local commodities and services or from profits; that there was evidence that in recent years profits in East Africa had increased more rapidly than wages; that, in so far as profits were the main source of local saving for new industrial development, the effects of substantial wage increases might be to check in some measure that development; but that, having regard to the paramount need to create a settled African labour force, the Commission favoured a broad line of policy which would lead to substantial wage increases.

19. The Council takes note of the statement of the 1960 East Africa Visiting Mission that, although there have been progressive increases in wages since 1957 and in some cases quite substantial increases, the average level of wages for unskilled work remained extremely low. It further takes note of the Visiting Mission's observation that there have been considerable increases in wages in the sisal and the tea industries during the early months of 1960. It nevertheless endorses the view of the Mission that the present situation in regard to wages is in many respects far from satisfactory and the hope of the Mission that the Government will give continuing attention to this problem.

#### *Health*

20. The Council, considering that the health of the population is closely interwoven with its level of living and productivity, notes with some concern that, though



comprehensive vital statistics are not available, high mortality rates and low life expectation appear to be characteristic of the African population. It notes the opinion expressed by WHO that, although limited resources have somewhat curtailed the expansion originally planned under the Five-Year Development Plan, much progress has been made in recent years in increasing the scope and quality of the health services of the Territory with a gradually increasing number of hospitals, health centres and dispensaries and a slowly but steadily growing number of African medical and health personnel, including medical practitioners, medical assistants, registered male nurses, health nurses and inspectors, and rural medical aides. The Council is, however, aware that continued expansion and improvement of the health services is necessary and is confident that the Administering Authority will continue to devote attention to this matter. The Council also stresses the need for further efforts, particularly in the increased training of qualified African medical and health personnel, and recommends that the Administering Authority continue to encourage suitably qualified Africans to take higher medical training, in order that facilities available in the area for the training of medical personnel may be used to the fullest extent.

21. The Council recalls that at its twenty-third session it commended to the attention of the Administering Authority the recommendation of WHO that the most effective and economical method of introducing public health practice into the health services at the present stage of their development would be by the establishment of a pilot demonstration area or betterment area in a selected district, preferably in the vicinity of one of the rural health centres, where all types of services would be integrated, the best methods of developing them tested, and the participation of the population enlisted and ensured. The activities of such a demonstration area would include control of communicable diseases and programmes in nutrition, health, education and environmental sanitation as part of community development. A large proportion of these activities would involve expenditure of time and personal effort rather than money; and once an integrated health service had been worked out it could be applied generally, covering eventually the whole Territory. The Council notes with satisfaction from the Administering Authority's report in 1959 that a pilot health education scheme was started in the Moshi District in 1958 and that a pilot betterment area along the lines recommended by WHO is now receiving detailed consideration.

### *Education*

22. The Council wishes to endorse the view expressed by the Governor of Tanganyika in his address to the Legislative Assembly on 20 October 1959 that the wealth of the Territory depends not only on the exploitation of its physical resources but equally on the education of its people, since well-trained minds and properly developed skills form as great a part of a country's wealth as do mineral workings and carefully tended fields. It considers that the skill and ability of a people to use the resources available to it is in part determined by the level of education in its widest sense including the level of literacy of the adult population, of vocational training, and of primary, secondary, technical and higher education.

23. The Council considers that, in a territory such as Tanganyika in which the majority of the adult population has received little or no formal education, some reasonable level of literacy among adults would greatly help the agricultural, health and other extension services in their task of educating the people in improved methods of farming and in health and sanitation practices. It notes that, while no accurate statistics are available of the extent of literacy, it may vary from an extremely high level in certain areas to other parts of the Territory where it is as low as 5 per cent. It also notes the report of the Administering Authority in 1959 that there has been a remarkable increase in the demand for adult literacy in many districts. The Council expresses its satisfaction that adult literacy programmes have been initiated in a number of areas and in particular in the Singida District, where a literacy campaign seems to have been successfully organized through the combined efforts of the District Council and of a team of experts sent to the Territory by the Committee on World Literacy and Christian Literature in conjunction with the Augustana Lutheran Mission.

24. In the field of formal education, the Council, noting with regret that the annual increase in enrolment of African children in primary and middle schools has been decreasing, and that there are still a large number of empty places in the primary and middle schools, recalling its concern expressed at its twenty-third session on this anomalous situation, reiterates its recommendation that a special and detailed study of this problem should be undertaken by the Administering Authority.

25. The Council welcomes the statement of the Administering Authority that in the new Seven-Year Education Plan, educational development at levels above the primary school will be emphasized, particularly in view of the urgent need for greatly increased numbers of Africans required to fill positions of responsibility both inside and outside the government service, cadres that will be required in the relatively near future. At the same time the Council hopes that this shift in emphasis will not adversely affect the growth of primary education in the Territory.

26. The Council notes with satisfaction the considerable progress in the development of the government trade schools at Ifunda and Moshi and in the construction of the Technical Institute at Dar es Salaam. It considers that the training of skilled craftsmen and technicians is essential for providing the skilled labour force needed for the development of the Territory.

### *Community development*

27. The Council endorses the view expressed by the FAO consultant that the self-help ideal of community development offers a positive approach to the development problems of Tanganyika whereas development plans wholly initiated by government may often be paternalistic. The Council also endorses the opinion of the 1960 East African Visiting Mission that strong efforts should be made to channel present political enthusiasms into support for a concerted and dynamic programme of community development.

28. The Council commends the efforts so far made in the Territory in the field of community development. It recognizes that these have so far been on a



modest scale but useful experience is being obtained in the development of techniques suitable for the Territory. It agrees with the view expressed by the FAO consultant, who considers that a major difficulty is the problem of getting community development generally accepted as an established service. Officers of existing departments consider that they are already practising community development in their approach to the development problem and this difference of view tends to impair adequate action; it also prevents the creation of a prestige value in the service and as a consequence hinders recruitment of suitably trained and qualified officers.

29. The Council recommends to the attention of the Government the opinion of the 1960 Visiting Mission that there is need for a greater co-ordination of effort. To achieve this, the Council considers that, even if some programmes must remain under the control of various Ministries, adequate machinery should be established for ensuring co-ordination in the field. In this connexion, the Council wishes to suggest that advantage should be taken of the establishment of pilot rural betterment areas on the lines proposed by WHO (see para. 21 above) which would seem to offer an opportunity for developing the most suitable type of community development organization for the Territory. The Council further suggests that consideration might be given to placing some degree of responsibility for the carrying out of community development programmes on local government authorities within the framework of a Territory-wide development programme.

#### (ii) *Land utilization*

##### *Potential land use*

30. The Council notes that agricultural and livestock products together account for more than one-half of the total gross domestic product and that, although accurate statistics were not available, it was estimated in 1958 that of the Territory's 219.3 million acres of land, less than 10 per cent was actually being cultivated and that there were considerable areas of potentially productive but uncultivated land. The Council considers that it would help in the planning of land use in the future to classify the lands of the Territory according to their suitability for permanent use; this would also provide a basis for farm planning. The Council recognizes that, to enable land to be so classified, detailed information on a number of factors such as climate, vegetation, soils, slopes, erosion, overflow hazards, degree of wetness, stoniness, etc., as well as large-scale base maps, preferably aerial photographs, would be needed. It understands that some of the information and maps required are available for certain areas. Such a system of classification would distinguish between: land suited to cultivation, graded according to the treatment needed to keep it under permanent cultivation; land not suited to cultivation but suited to grazing or tree crops or forest; and land unfit for cultivation, grazing, forestry, etc., because of permanent physical characteristics, but suitable for wild life or watershed protection, etc. In this connexion, the Council wishes to draw attention to the very useful basis, the 30-inch rainfall reliability criterion, proposed by the Royal Commission for distinguishing between land suited to crop cultivation and land suited to grazing.

##### *Present land use*

##### *African farming*

31. The Council notes that, in general, African farmers produce all or most of the cereal grains, root crops, beans and pulses, bananas, cotton, coffee and fruits and vegetables whereas non-Africans are responsible for the production of all the sisal, tea, papain, most of the pyrethrum and sugar, and about half the tobacco. The Council observes that basically African farming follows mainly traditional lines; it is organized on a family basis and still has as its primary objective production of food crops for the consumption of the family. The average size of the family appears to consist of between four and five persons and the cultivated areas between one and five acres in those areas surveyed in the 1950 sample census of African farming. Mixed cropping is the rule and shifting cultivation is generally practised to restore soil fertility exhausted by continuous cultivation for several years, the period before the shift varying according to soil conditions. Animal husbandry is not generally integrated with the growing of crops; the animals are grazed on waste or fallow lands. Many of the families keep livestock, mainly cattle, sheep and goats, averaging four to six head of cattle and fewer sheep and goats, but in certain areas few or no livestock are kept.

32. The Council notes the statement of the Administering Authority in 1959 that the great majority of African farmers over the greater part of the Territory still practise primitive forms of agriculture with primitive hand tools, producing crops at or a little above the subsistence level. But, it was stated, the picture is changing, slowly in many parts and more rapidly in others, as shown by the increased volume of agricultural products for export; the African peasant cultivator desires a higher level of living, better education and improved medical services and he is beginning to realize that these can only be obtained by increasing his output of agricultural and livestock products for cash sale.

##### *Plantation farming*

33. The Council notes that non-African agriculture is mainly organized on a large-scale estate or plantation basis, generally highly capitalized, and dependent on hired labour. It was estimated in the 1958 census of non-African farming that some 2.6 million acres were in non-African hands. The 898 holdings totalling 2,147,000 acres surveyed included 1,474,000 acres held in leasehold, 178 totalling 450,000 acres in registered freehold and 27 totalling 43,000 acres in non-registered freehold; the form of tenure was not stated for 28 holdings totalling 180,000 acres. A third of the holdings were less than 500 acres in size and half were less than 1,000 acres, but holdings of 5,000 acres or more were not uncommon, especially in the Tanga and Eastern Provinces, and accounted for more than 60 per cent of the total acreage. Of the total acreage of 2.15 million acres, about a third was under cultivation, a third was natural grazing and the remaining third consisted of forest, fallow, uncultivated or unusable land. Three Provinces, Tanga, Northern and Eastern, accounted for 72 per cent of the total acreage covered by the census and these Provinces also accounted for 87 per cent of the cultivated acreage. The proportion of cropped acreage to total acreage varied from nearly 50 per cent in the Tanga Province to 4 per cent in the Central Province. The plantation type of farming ac-

counted for about 85 per cent of the total acreage, with sisal accounting for nearly 90 per cent of this percentage.

34. Altogether, the total capital expenditure incurred on the 898 holdings amounted to just over £2 million in 1958-1959, mainly on residential building (chiefly African workers' housing), capital equipment, and construction works, e.g., roads, irrigation water supplies, land improvements, etc. The average capital expenditure per cultivated acre was about £2 16s., the highest being in the Southern Highlands (£9 14s.). Capital expenditure on the majority of the holdings did not exceed \$500 but on 9 per cent of them between £5,000 and £10,000 or more was spent in 1957-1958. Total capital investment in non-African holdings tends to be high. It has been estimated that the total capital investment in the sisal industry amounts to at least £20 million and that a sisal plantation of economic size, producing 1,000 tons of sisal, requires a minimum capital investment of £200,000 or £200 per ton of output at current replacement costs. By far the greater part of the long-term capital requirements for the establishment and development of the sisal industry of Tanganyika is said to have been found by the reinvestment in the industry of much of its earnings. Capital requirements, in addition to the cost of acquiring and developing the land, include the construction of roads and railways, rolling stock and other vehicles for transportation, and the provision of water supplies, a processing factory, workshops, housing for African workers and other staff, hospitals and other social amenities.

35. The total labour force employed on the non-African holdings amounted to 157,155 persons, the great majority of whom were men. About half of the total was employed in the Tanga Province, mainly on sisal estates, and the majority of the remainder in the Eastern, Northern and Southern Highlands Provinces, in that order. On the average, these holdings required one worker for every five acres, though the requirement was as high as one per 1.5 acres in the Southern Highlands Province and as low as one per 8.5 acres in the Southern Province.

36. It has been stated that ten sisal firms having an aggregate output of 46,000 tons of sisal and an aggregate capital investment of £7.6 million earned profits totalling £9.6 million over the period 1951-1956, two-thirds of which was earned in the years 1951 and 1952 when prices were abnormally high; in 1956 the total profits amounted to £0.8 million. Out of the total profit, 27 per cent was devoted to capital expenditure, 24 per cent was paid by way of taxation, and shareholders received £3.6 million or 37 per cent. For the six-year period, dividends and other payments to shareholders averaged a return of just 9 per cent on capital invested; in 1956, the return was 3.8 per cent.

37. The Council notes that for many years the sisal industry was the main source of government revenues for the Territory and that non-African farming generally continues to contribute a very substantial part of the total gross domestic product. The Council, while recognizing the high capital investment required by the plantation or estate type of farming is not generally available among African farmers, hopes that the Tanganyika Government will take appropriate steps to encourage and assist African farmers to participate in this type of farming enterprise. In this connexion, the

Council notes with appreciation the steps being taken by the Tanganyika Agricultural Corporation to assist African farmers to undertake large-scale, highly mechanized farming through its African Tenant Farming Scheme.

#### *Factors affecting land utilization*

38. The Council recognizes that a large number of factors, social, economic and technical, have an impact on land utilization in the Territory. Certain of these factors, in so far as they affect the land utilizing population, have been dealt with in the earlier part of this report. One factor, land tenure, with considerable social and economic implications is treated in some detail in the final part of the report. A number of other factors, mainly physical, economic and technical are considered below.

#### *Prices*

39. The Council appreciates that fluctuations in the general level of world prices as well as of individual commodity prices have a considerable effect on farm income and therefore on land utilization. Recognizing that little or nothing can be done by individual farmers or even by individual producing territories to influence the level of prices of agricultural products in world markets, the Council notes the measures taken in the Territory for cushioning African farming against the price fluctuations of certain agricultural products by the establishment of price stabilization funds and hopes that the consideration now being given on an international basis to the deleterious effects of low export prices on the development of the less developed territories may result in some means being found for ensuring a greater measure of price stability of agricultural products.

#### *Climate*

40. The Council, recognizing the great importance of rainfall in determining farm income through its effect on crop yields in Tanganyika, notes and endorses the system adopted by the Royal Commission of land classification based on the reliability of the rainfall in the different parts of the Territory. It considers that the adoption of a system of land classification based on this and other important factors would help in land use planning and be a valuable guide to farmers in the management of their farms. It further notes that, on the basis of the 30-inch rainfall reliability factor, the Royal Commission considered that there was a block of country of high potential productivity in Tanganyika extending from the head of Lake Nyasa north-eastward to the neighbourhood of Morogoro, including the Kilombero Valley and parts of the Southern Highlands Plateau. The Council commends the efforts which are now being made by the Administering Authority in consultation with FAO to explore the development potentiality of the Rufiji and Kilombero Valleys which form a part of this area.

#### *Soils*

41. The Council notes the statement of the Royal Commission (1953-1955) that both the comparative poverty of East African soils and the relative lack of knowledge concerning them limited the effectiveness of land utilization and that there was a great deal to be done before it would be possible to evolve methods by which they might be farmed in the most effective

way. The Council considers that systems of soil management which would enable land to be kept in permanent cultivation are essential for effective land utilization; it expresses the hope that the Administering Authority will continue to pursue its investigations of farming systems with all possible vigour particularly with a view to eliminating the need for shifting cultivation.

#### *Land-man ratio*

42. The Council notes the statement of the Royal Commission that the pattern of overcrowding which has developed in the more fertile areas illustrates in acute form one of the basic causes of poverty in East Africa, namely, that too large a proportion of the population is still engaged in subsistence food production because agricultural methods are employed which yield too small a return on the time and effort expended, and that the need to support an increasing population leads to a reduction of the size of the holding to uneconomic dimensions. It notes further that, according to the 1950 sample census of African farming, crop acreage on holdings which supports three or more people might be as low as one acre in some areas; but it recognizes that acreage is not necessarily a good measure of the size of the farm business. The Council recommends that a series of farm management surveys of African farming units be undertaken in various districts of the Territory in order to determine the most satisfactory form of organization, including size, for each type of farming and to serve as a basis for extension staff to advise African farmers and for the planning of family farms in new areas.

43. Where conditions are suitable for the plantation type of farming and it would be uneconomic to farm in small units, the Council suggests that consideration be given to organizing production on a co-operative basis or on the lines of the Sudan-Gezira scheme or of the so-called cane farming system of the West Indies. In this connexion, the Council notes with satisfaction the proposals for the organization along these lines of sugar-cane production in the Kilombero Valley.

#### *Transport and communications*

44. The Council notes the statement of the Royal Commission that, with the exception of the areas near the coast, none of the reliable rainfall zones was in actual contact with a railway, though the Central line skirted the extreme northern end of the Kilombero Valley, and that these high potential areas depended upon long and tenuous roads, some of which were not all-weather. It noted with satisfaction the construction of the first part of a branch railway from the Central line into the Kilombero Valley which would ultimately proceed through the valley to the Southern Highlands. The Council also notes with satisfaction that plans for the construction of a line linking the Central and Tanga railways has now been approved by the Legislative Council and that construction work will begin in the near future.

45. The Council appreciates that considerable expenditure had been undertaken to develop the road system of the Territory, particularly the trunk roads, but recognizes that much remains to be done to give road access at economic cost to some of the areas of high productive potential. It therefore notes with satisfaction the statement of the Governor of Tanganyika

that greater emphasis will in future be put in the development of feeder roads to these areas.

#### *Irrigation and flood control*

46. The Council, recognizing that a great deal of attention has been devoted in recent years to the problems of irrigation and flood control with a view of relieving the pressure of population in the overcrowded highland areas by making available land in the river valleys and other lowland areas through flood control and irrigation in these areas, wishes to commend the Administering Authority for the irrigation and flood control works so far undertaken and hopes that the Administration will find it possible to continue these important works.

47. In particular, the Council notes with satisfaction the survey work being undertaken in the Pangani, Ruvu and Rufiji river basins with the assistance of experts provided by FAO. The Council further notes that the surveys of the Rufiji system have indicated that very substantial areas in the Bohoro flats on the upper reaches of the Rufiji and in the Kilombero Valley could be developed by irrigation and flood control. It appreciates that the cost of such development would be high and that much yet remains to be done by way of additional soil and hydrological surveys, pilot irrigation projects, experimental farms, etc. It trusts that the Territory will continue to receive technical assistance from FAO for this purpose as well as from the Special Fund for pre-investment investigations and development.

48. In this connexion it notes with particular satisfaction the announcement by the Colonial Development Corporation that agreement has been reached on a jointly financed project for the establishment of the Kilombero Sugar Company with capital of £3,250,000 for the production of sugar in the Kilombero Valley. It trusts that investment on this large scale will encourage other investors to establish similar projects in this valley of high productive potential.

#### *Co-operative marketing and credit*

49. The Council notes with satisfaction the considerable development of the co-operative movement, particularly of agricultural co-operative societies, in the Territory. It notes that there were some 617 registered societies in 1959 with a total membership of approximately 325,000 and that the value of produce marketed during the year amounted to £11.5 million, 56 per cent of this being coffee and 39 per cent cotton, the remainder being tobacco, cereals, mica, fresh vegetables and fish. It commends the Administering Authority for the steps so far taken to develop the movement.

50. Recognizing that the co-operative movement could make an equally important contribution to development in other fields, the Council urges the Administering Authority to continue its efforts to foster the growth of a co-operative credit movement. It notes the statement of the Royal Commission that credit facilities for African farmers are not adequate and the opinion expressed by the Visiting Mission that one of the main weaknesses in co-operative organization is the absence of credit societies, except for a few confined exclusively to the Ismaili sect. It endorses the view of the Mission that the provision of credit by marketing societies against the proceeds from the next year's crop could be of great value to the Territory.

The Council considers that the establishment of co-operative credit societies and a central co-operative bank would do much to meet the as yet incompletely satisfied demand for agricultural credit. It wishes to draw the attention of the Administering Authority to the possibilities of a supervised system of credit as a useful means of promoting development. It suggests that the advice of the ILO and FAO might be sought in connexion with the development of credit facilities for African farmers.

#### *Livestock*

51. The Council notes that although the livestock population amounted to nearly 8 million head, sales at primary markets totalled less than 300,000 in 1959. It considers that the livestock industry is still far from playing the important role it should in the cash economy of the Territory; it suggests, accordingly, that the Administering Authority give further study to this problem which is of such great potential value to the Territory.

#### *Extension services*

52. The Council notes with appreciation the steps taken to reorganize and expand the agricultural and livestock extension services. It considers that the improvement of African farming and animal husbandry methods must to a large extent depend on well-trained and adequately staffed African extension services. It recognizes that the training of African staff is of primary importance, that this depends on the availability of suitably qualified candidates for training and that this in turn depends on the number of pupils finishing secondary schools. It endorses the view of the 1960 Visiting Mission that there is need for an increase in extension work and notes with some concern the opinion of the Mission that this is at present being restricted by lack of funds. The Council believes that the limiting factor is the lack of suitably qualified candidates for training in extension methods and techniques. It trusts that the Administering Authority will do everything it can to secure an increased flow of candidates to these vital services.

### *(iii) Land tenure, legislation and policy*

#### *Customary land tenure*

53. The Council takes note of the statements of the Royal Commission and the FAO consultant that customary systems of tenure were evolved in Tanganyika in accordance with the circumstances of land use and the organization of society, nomadic pastoralism being the original system in the arid and semi-arid zones and subsistence farming based on shifting cultivation in the more humid zones. These authorities went on to point out that land was not considered to be individual property but rather part of the tribal area in which the individual enjoyed rights only as a member of his local community; that these rights were governed by indigenous law and custom and were based on concepts of equity; that land tenure and land usage were not economic subjects isolated from the rest of life but part — and a most essential part — of the general social and religious environment in which the individual and the tribe lived.

54. The Council further notes the views of the Royal Commission and the FAO consultant that under the impact of modern conditions customary tenure had

developed features which in certain areas were leading to a serious deterioration of the land; the system depended for its efficiency on the availability of extra land to meet the subsistence and grazing needs of the people and their cattle; but population increase in the heavily populated areas had led to the use of all available land and it had become necessary to reduce the length of the bush-fallow in the system of shifting cultivation, thus initiating a process of progressive deterioration. The superimposition of a cash economy on the traditional subsistence economy had led to extensive planting of cash crops without much agricultural planning; increasing pressure on the land had caused individuals to assert their own rights against those of their neighbours and the community, and at the same time clan or tribal parochialism had developed.

55. The Council notes that the Royal Commission proposed alternatives to customary land tenure and land policy and outlined the substance of legislation designed to achieve the aims of its proposed policy. The law would be designed to establish confidence that existing rights would not be arbitrarily disturbed and it would provide for registration of individual ownership in specified areas; for the establishment of suitable landlord-tenant relationships also and for land tenure rules to meet local requirements. Whether the property interests which might be confirmed by registration should be leasehold or freehold would depend on circumstances. Provisions would be included to obviate chronic indebtedness, fragmentation of holdings and the unproductive accumulation and holding of land by a few individuals to the detriment of the landless; for control by the Government over transfers of land between members of different races; and for the establishment of local land boards.

56. The Council notes that the Tanganyika Government and the Administering Authority have accepted these recommendations in principle. On the basis of these, the Tanganyika Government formulated proposals for legislation for the provision of freehold tenure; for the encouragement of the transition from African customary tenure to freehold in appropriate areas; to define criteria for entitlement to freehold and the rights and obligations attaching to it; to institute local land boards; and for the expansion of machinery for registering land titles and dealings in land. The Tanganyika Government has emphasized that there is no intention of introducing these changes in any area in which they do not enjoy African support. The Council considers it important, in formulating land tenure policy, to bear in mind its impact on the working and living conditions of the population and the need for such measures to be understood and accepted by the people concerned.

57. The Council notes that the 1960 Visiting Mission has reported that, although the Government's proposals have not been formally debated by the Legislative Council, they have been referred to that body. The Council understands that at that time Mr. Nyerere advised the Government to proceed slowly and with caution in this delicate matter of land reform and that the Government has therefore decided, with the approval of the leaders of African opinion, to defer further consideration of the proposals until after the introduction of responsible government. The Council endorses the view of the Visiting Mission and the Administering Authority that this course is wise and that changes in African land tenure must have the support

of the people if they are to be successful. The Council hopes, however, that it will be possible for further consideration to be given to this matter in the near future, since the reform of African land tenure is an essential prerequisite of the further economic development of the Territory. The Council trusts that the responsible Tanganyika Government which will come into power after the general elections later this year will be in a position to secure the general acceptance and support of the African population for the necessary reforms and hopes that it will then be possible to take concrete measures to give effect to such reforms.

#### *Land alienation*

58. The Council notes that the net annual alienation of land to non-Africans under long-term rights of occupancy for agricultural and pastoral purposes had progressively declined since 1956 and that the net alienation of 19,886 acres in 1959 was the lowest since 1946. The Council reiterates its previous recommendation in which it expressed confidence that the Administering Authority would continue its policy of caution in regard to the alienation of land, both as regards the areas alienated and the terms of alienation. It considers that land should only be alienated when it is in the best interest of the Territory and its people. The Council is confident that the Administering Authority's land alienation policy will continue to be in conformity with the relevant provisions of the Trusteeship Agreement and that when land is alienated any dispossessed families will be given due compensation. The Council notes with great interest the proposals of the Government of Tanganyika to replace customary land tenure by individual ownership in certain areas and in certain circumstances.

#### **C. Dissemination of information on the United Nations and on the International Trusteeship System in Trust Territories**

59. In accordance with Trusteeship Council resolution 36 (III) of 8 July 1948 and with General Assembly resolution 754 (VIII) of 9 December 1953, a periodic report<sup>4</sup> was submitted by the Secretary-General to the Council at its twenty-sixth session on the steps being taken to provide the peoples of the Trust Territories with information concerning the aims and activities of the United Nations and on the channels of dissemination established for this purpose.

60. The report, covering the period 10 June 1959 to 10 March 1960, gave details of the distribution of United Nations official records and other information material prepared and selected for use in Trust Territories. During that period, 633 copies of official documents of the United Nations were supplied to officials and others in Trust Territories. Twenty-seven different titles of other information materials in English, French and Arabic, totalling 16,800 copies were forwarded to 111 addressees. During the same period, the Secretariat sent out, at the request of individuals, official records of meetings of the Fourth Committee and the Trusteeship Council and other information materials to some 202 addresses. The *United Nations Review* with up-to-date information on the work of the Trusteeship Council and latest reports of developments in the International Trusteeship System was circulated to 168 subscribers in the Trust Territories, with ninety paying

subscriptions and seventy-eight receiving it free. The distribution of United Nations press releases and photographs for use by newspapers and periodicals was carried out either directly or through public relations officers in the Trust Territories. Information relating to the dissemination of information in particular Trust Territories was also included in the report. In connexion with a United Nations supervised plebiscite held from 10 October to 13 November 1959 in the northern part of the Trust Territory of the Cameroons under United Kingdom administration, a special consignment of United Nations pamphlets and leaflets, consisting of twenty-two titles totalling 1,700 copies, was sent to the Territory.

61. The Council considered this report at its 1097th, 1099th and 1104th meetings, and at the last meeting took note of the report of the Secretary-General.

62. By resolution 1410 (XIV) of 5 December 1959, the General Assembly requested the Secretary-General to initiate discussions with the Administering Authorities concerned, with the objective of establishing during 1960, in at least some of the larger Trust Territories, such as Tanganyika, Ruanda-Urundi and New Guinea, United Nations information centres in which every effort would be made to see that the responsible posts would be filled by indigenous inhabitants of the Trust Territories concerned. The Administering Authorities were requested to give every assistance to the Secretary-General in carrying out these recommendations and the Secretary-General was asked to prepare, for the fifteenth session of the General Assembly a report on the implementation of this resolution.

63. In reply to questions regarding implementation of this resolution, the Acting Head of the Office of Public Information informed the Council that the Secretary-General was engaged in consultations and that the results would be included in his report to the General Assembly.

#### **D. Offers by Member States of study and training facilities for inhabitants of Trust Territories**

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

65. At its fourteenth session, the General Assembly in resolution 1411 (XIV) of 5 December 1959, took note of the report of the Council to that session,<sup>5</sup> as well as of the periodic report of the Secretary-General on the progress of the scholarship programme.<sup>6</sup> The Assembly in the same resolution reaffirmed its resolution 1277 (XII) of 5 December 1958 and once again invited the Administering Authorities to take all necessary measures consistent with the interests and needs of the Trust Territories and their peoples to ensure that scholarship and training facilities offered by Member States might be utilized by inhabitants of these Territories, and to render every assistance to those persons who had applied for or had been granted scholarships or fellowships, particularly with regard to facilitating their travel formalities. The Assembly further

<sup>5</sup> Official Records of the General Assembly, Fourteenth Session, Supplement No. 4 (A/4100), chapter VII, D.

<sup>6</sup> Official Records of the Trusteeship Council, Twenty-fourth Session, Annexes agenda item 14, document T/1462.



requested all Administering Authorities which had not done so to give the fullest publicity in the Trust Territories under their administration to all offers of study and training facilities made by Member States. The General Assembly requested the Secretary-General to give such assistance as was possible and as might be sought by the Member States concerned and by applicants and also requested him to prepare, for the fifteenth session of the General Assembly, a report concerning the actual use of scholarships and training facilities offered by Member States to students from the Trust Territories. The General Assembly requested the Trusteeship Council to resume, at its sessions to be held in 1960, the consideration of this question and to report thereon to the General Assembly at its fifteenth session. Finally, the General Assembly decided to place the question as a separate item on the provisional agenda of its fifteenth session.

66. In accordance with the above resolution of the General Assembly, the Trusteeship Council resumed consideration of the question at its 1045th meeting on 26 January 1960 during its twenty-fifth session. At the same meeting, the Council decided to postpone further consideration until its twenty-sixth session when it would have before it the progress report of the Secretary-General on the programme.

67. At its twenty-sixth session, the Secretary-General submitted his ninth periodic report to the Trusteeship Council<sup>7</sup> which covered the period 3 June 1959 to 2 June 1960. This report, as requested by the General Assembly in resolution 1277 (XIII), contained detailed information concerning the actual use of the scholarships and training facilities. During the period from June 1959 to June 1960, thirteen Member States had had scholarships under offer to the students of Trust Territories. Two Member States whose offers of scholarships had been closed to further applications also continued to make awards during the year. The fifteen Member States together offered a total of 141 scholarships, of which ninety-eight were also available to students from Non-Self-Governing Territories. As of June 1960, fifty-nine of these scholarships were being utilized, thirty-nine of them by students from Trust Territories. In addition, forty-six renewals of scholarships awarded in previous years were also granted to students from Trust Territories and seven scholarships were granted and utilized outside the United Nations programme. Thus, altogether, the Secretary-General was informed that during 1959-1960 ninety-two students from Trust Territories, or former Trust Territories, were studying on scholarships awarded them by Member States of the United Nations. During the same period, the Secretary-General received and transmitted to the Member States 103 applications for the scholarships and sent out to prospective applicants 253 brochures describing the scholarships being offered.

68. Specifically for the academic year 1960-1961, five Member States offered a total of fifty-four new scholarships, of which thirty were also available to students from Non-Self-Governing Territories. In addition, seven Member States continued their offers of scholarships made at varying dates since 1952 and one Member State whose original offer had been filled offered ten new scholarships beginning with the academic year 1960-1961 for students from Trust Territories. The Secretary-General was also informed of the establish-

ment in Moscow of the University of Friendship Among Nations which was open to students from Trust and Non-Self-Governing Territories.

69. In addition to the report of the Secretary-General, the Trusteeship Council also had before it during consideration of the question a letter dated 25 March 1960 from the Permanent Representative of the Union of Soviet Socialist Republics addressed to the Secretary-General, in which the Permanent Representative protested the fact that a student from Tanganyika who had been awarded a scholarship during 1959-1960 by the Soviet Government had been refused a passport by the Administering Authority.<sup>8</sup>

70. The report of the Secretary-General and the letter from the Permanent Representative of the USSR were considered by the Council during its 1100th and 1101st meetings on 3 and 6 June 1960. At the latter meeting, the Council took note of the report of the Secretary-General. The Council also requested the Secretariat to summarize for the drafting committee on Tanganyika the observations made by members of the Council on the denial of a passport to the student granted a scholarship to study in the Soviet Union. The Council's conclusions in this regard is contained in part II in the chapter<sup>9</sup> on conditions in Tanganyika.

#### **E. Revision of the Questionnaire relating to Trust Territories**

71. By resolution 751 (VIII) of 9 December 1953, the General Assembly established a Sub-Committee on the Questionnaire consisting of the representatives of El Salvador, Haiti, India and Syria (later the United Arab Republic) to examine the basic questionnaire formulated by the Trusteeship Council,<sup>10</sup> to study such changes as might be necessary to adapt it to the special conditions of each Trust Territory and to submit its conclusions to the Council. It further invited the Council to undertake, on the basis of the work of the Sub-Committee, the preparation of separate questionnaires adapted to each Trust Territory.

72. During the period under review the Sub-Committee submitted three reports, the eighth,<sup>11</sup> ninth,<sup>12</sup> and tenth<sup>13</sup> progress reports.

73. The eighth progress report deals with Nauru. At the twenty-fourth session the Government of Australia submitted observations<sup>14</sup> concerning the sixth progress report<sup>15</sup> containing the preliminary special questionnaire for Nauru. The Sub-Committee examined these observations in conjunction with the sixth progress report of the Sub-Committee<sup>16</sup> and prepared its eighth progress report<sup>17</sup> containing the final text of the special questionnaire on Nauru. This special questionnaire was discussed at its 1085th meeting and approved as amended at that meeting.

74. The Sub-Committee presented also to the Council its ninth progress report<sup>18</sup> in which changes to the existing questionnaire were proposed in order to adapt

<sup>8</sup> T/1510.

<sup>9</sup> See below, part II, chapter I.

<sup>10</sup> T/1010.

<sup>11</sup> T/1488.

<sup>12</sup> T/1506.

<sup>13</sup> T/1539.

<sup>14</sup> T/1456.

<sup>15</sup> T/1430.

<sup>16</sup> T/1430.

<sup>17</sup> T/1488.

<sup>18</sup> T/1506.

<sup>7</sup> T/1535.

it to the special conditions existing in Ruanda-Urundi. At the 1128th meeting, the Council decided to transmit this progress report to the Government of Belgium, as the Administering Authority concerned, for its comments.

75. During the twenty-sixth session of the Council, the Government of the United Kingdom submitted observations<sup>19</sup> concerning the seventh progress report containing the preliminary special questionnaire for Tanganyika.<sup>20</sup> The Sub-Committee studied these observations in conjunction with the seventh report<sup>21</sup> and prepared its tenth progress report<sup>22</sup> containing the final text of the special questionnaire on Tanganyika. At the 1128th meeting, the Council approved this special questionnaire.

76. In 1956, the Sub-Committee on the Questionnaire informed the Trusteeship Council in its third progress report<sup>23</sup> that in the course of its examination of the basic questionnaire it became aware of the fact that the statistical appendices including the tables and terminology relating to public health and statistical matters required some amendments, not necessarily in relation to some specific Trust Territories, but generally in the light of the latest methods of classification and presentation of data. It was of the opinion that the general examination of the statistical and terminology sections was outside the scope of the Sub-Committee's work and drew the attention of the Council to this matter so that it could examine the statistical portions of the basic questionnaire<sup>24</sup> in order to bring them more into line with the latest statistical practices and methods.

77. The Sub-Committee reiterated its conclusions in its fifth,<sup>25</sup> sixth,<sup>26</sup> seventh,<sup>27</sup> eighth,<sup>28</sup> and ninth progress reports.<sup>29</sup> At the 1052nd meeting, the Council decided to appoint an *Ad Hoc* Committee on the Basic Questionnaire in order to examine the statistical portions of the basic questionnaire and the terminology sections so as to bring them more into line with the latest statistical practices and methods. At its 1112th meeting the Council elected the representatives of Australia and India to serve on this *Ad Hoc* Committee, and requested them to prepare, with the assistance of the specialized agencies and the Statistical Office of the United Nations, its final report to the Council at its twenty-seventh session.

#### **F. Preparation and training of indigenous civil cadres in the Trust Territories**

78. By its resolution 1412 (XIV) of 5 December 1959, the General Assembly requested the Secretary-General to prepare a report on the utilization by the Administering Authorities of the facilities for training offered by the United Nations under the programmes of technical assistance and public administration for the training of indigenous civil cadres in administration and related functions and to submit it to the Trusteeship Council at its twenty-sixth session.

<sup>19</sup> T/1522.

<sup>20</sup> T/1459 and Add. 1.

<sup>21</sup> T/1459 and Add. 1.

<sup>22</sup> T/1539.

<sup>23</sup> T/1267, paragraph 5.

<sup>24</sup> T/1010.

<sup>25</sup> T/1389, paragraph 6.

<sup>26</sup> T/1430, paragraph 5.

<sup>27</sup> T/1459, paragraphs 4 and 6.

<sup>28</sup> T/1488, paragraph 5.

<sup>29</sup> T/1506, paragraphs 7 and 8.

79. In pursuance of this request, the Secretary-General submitted a report<sup>30</sup> which compiled all relevant information concerning the assistance rendered to indigenous inhabitants of the Trust Territories under the various technical assistance programmes of the United Nations.

80. The report, divided into two parts, listed, in part I, the organizations sponsoring the fellowships provided to indigenous inhabitants of each Trust Territory, the programme and programme years, subjects of study and the duration and countries of study. Although this report was confined to fellowship awards made to indigenous inhabitants only, it was noted that in addition to these a number of fellowship awards had been made to non-indigenous personnel of several Trust Territory administrations. Since 1950, a total of 150 scholarships and fellowships were awarded under the technical assistance programmes to indigenous persons in the Trust Territories. Awards were made to sixty persons in Somaliland under Italian administration, twelve in Tanganyika, four in the Cameroons under British administration, fourteen in Togoland under French administration, sixteen in New Guinea, two in Nauru, nineteen in Western Samoa and twenty-three in the Pacific Islands.

81. Part II of the report contained brief summaries of those technical assistance projects of the regular and Expanded Programmes under which experts were sent to Trust Territories and were directed to devote a significant part of their attention to the training of local counterpart and other personnel. While it had not been found possible to determine the exact number of indigenous personnel trained under these projects, it was considered essential to include such information as was available and relevant to the terms of reference of General Assembly resolution 1412 (XIV).

82. At its 1072nd meeting, the Council took note of this report.

#### **G. Future of the Trust Territory of Ruanda-Urundi**

83. At its 1134th meeting, the Council adopted a resolution in which, *inter alia*, noting the progress made by the Trust Territory towards the objectives of the Trusteeship system and the intention of the Administering Authority to hold elections in 1961 on the basis of universal adult suffrage under the supervision of the United Nations, it recommended that the question of the future of Ruanda-Urundi be inscribed as a separate item on the provisional agenda of the fifteenth session of the General Assembly.<sup>31</sup>

#### **H. Future of the Trust Territory of the Cameroons under United Kingdom administration**

84. At its thirteenth session, the General Assembly by resolution 1350 (XIII) of 13 March 1959, recommended that the Administering Authority take steps, in consultation with the United Nations Plebiscite Commissioner to organize, under the supervision of the United Nations, separate plebiscites in the northern and southern parts of the Territory, in order to ascertain the wishes of the inhabitants of the Territory concerning their future. As well as recommending that

<sup>30</sup> T/1519.

<sup>31</sup> Resolution 2018 (XXVI) of 30 June 1960.

the plebiscite in the northern part of the Territory be held in November 1959, the General Assembly also recommended the two questions that were to be put at the plebiscite and the qualifications for voting in it. It requested the United Nations Plebiscite Commissioner to submit his report on the organization, conduct and results of the plebiscite in the northern part of the Territory to the Trusteeship Council in time for its transmission to the General Assembly for its consideration before the end of its fourteenth session. It also requested the Trusteeship Council to transmit to the General Assembly the reports of the Plebiscite Commissioner, together with any recommendations and observations it considered necessary. The General Assembly further recommended that the plebiscite in the southern part of the Territory should be conducted between December 1959 and April 1960 and decided that the two alternatives to be put at the plebiscite and the qualifications for voting in it should be considered by the General Assembly at its fourteenth session. It also expressed the hope that all concerned in the Territory would endeavour to reach agreement on these matters before the opening of the fourteenth session.

85. In accordance with this resolution, the General Assembly considered the question of the plebiscite in the southern part of the Territory at its fourteenth session. The General Assembly, having been informed by the Administering Authority, that no agreement had been reached on the questions to be put at the plebiscite and on the qualifications for voting in it, by resolution 1352 (XIV) of 16 October 1959, decided that the arrangements for the plebiscite should begin on 30 September 1960 and that the plebiscite should be concluded not later than March 1961. It also recommended the two questions to be put at the plebiscite and the qualifications for voting in it. Finally, it recommended that the Administering Authority, in consultation with the Government of the Southern Cameroons, take steps to implement the separation of the administration of the Southern Cameroons from that of the Federation of Nigeria not later than 1 October 1960.

86. The plebiscite in the northern part of the Territory was held in November 1959 and, in accordance with General Assembly resolution 1350 (XIV), the Trusteeship Council, at its tenth special session, examined the report of the United Nations Plebiscite Commissioner.<sup>82</sup> At its 1042nd meeting, on 2 December 1959, it adopted a resolution<sup>83</sup> taking note of the Plebiscite Commissioner's report and forwarding it to the General Assembly for its consideration.

87. The General Assembly examined the Plebiscite Commissioner's report at its fourteenth session. By resolution 1473 (XIV) of 12 December 1959, the General Assembly recommended that a further plebiscite be held in the Northern Cameroons, the arrangements for which should begin on 30 September 1960, and that the plebiscite be concluded not later than March 1961. As well as deciding on the questions to be put and on the qualifications for voting in the plebiscite, the General Assembly recommended that the necessary measures should be taken without further delay for the further decentralization of governmental functions and the effective democratization of the system of local government. It also recommended that the Administering Authority should initiate without

delay the separation of the administration of the Northern Cameroons from that of Nigeria and that this process should be completed by 1 October 1960. The General Assembly requested the Administering Authority to report on the process of separation of the Trusteeship Council at its twenty-sixth session and requested the Council to submit a report on this matter to the General Assembly at its fifteenth session.

88. In accordance with this resolution, the Trusteeship Council considered the future of the Territory at its twenty-sixth session. The Council had before it two reports prepared by the Administering Authority — one on the separation of the Southern Cameroons from the Federation of Nigeria,<sup>84</sup> — the other on the separation of the Northern Cameroons from the Federation of Nigeria.<sup>85</sup> The Council examined these reports together with the annual report on the Territory for 1958 and the supplementary information provided by the Administering Authority.<sup>86</sup> Consideration began at the 1085th meeting and continued through the 1092nd meeting. At its 1094th meeting on 31 May 1960, the Trusteeship Council adopted a resolution<sup>87</sup> transmitting to the fifteenth session of the General Assembly the records of the meetings at which the future of the Cameroons under British administration was discussed during its twenty-sixth session.<sup>88</sup> By this resolution, the Council requested the Administering Authority to take into account the observations and suggestions made at the twenty-sixth session in completing the separation of the administration of the two parts of the Territory from that of the Federation of Nigeria not later than 1 October 1960, ensuring, in particular, the existence, thereafter until the completion of the plebiscites in the Territory, of police forces wholly responsible to the authorities in the Territory. The Council expressed the hope that steps would be taken to extend the principle of universal adult suffrage to all future elections in the Territory. It also requested the Administering Authority to take appropriate steps, in consultations with the authorities concerned, to ensure that the people of the Territory were fully informed, before the plebiscites, of the constitutional arrangements that would have to be made, at the appropriate time, to implement the decisions at the plebiscites. After the resolution had been adopted, representatives asked that a brief summary of their observations in relation to the resolution be included in this report. This summary appears in the chapter on the Trust Territory of the Cameroons under British administration in part II of this report.

89. Having been granted hearings, three petitioners appeared orally before the Council at its 1125th meeting and made a joint statement concerning the future of the Trust Territory. The Council decided to transmit to the General Assembly the record of its meeting<sup>89</sup> and to draw the petitioners' statement to the attention of the General Assembly at its fifteenth session.

## I. Future of the Trust Territory of Western Samoa

90. The Council, at its twenty-sixth session, adopted a resolution whereby it recommended that the Question

<sup>82</sup> T/1491 and Add. 1 and Corr. 1.

<sup>83</sup> 2007 (S.X.)

<sup>84</sup> T/1526.

<sup>85</sup> T/1530.

<sup>86</sup> T/1527.

<sup>87</sup> 2013 (XXVI).

<sup>88</sup> T/SR. 1085-1094.

<sup>89</sup> T/SR. 1125.



of the Future of Western Samoa be inscribed as a separate item on the provisional agenda of the fifteenth session of the General Assembly.<sup>40</sup>

#### **J. Revision of the rules of procedure of the Trusteeship Council**

91. In document T/1508, the Secretary-General drew the attention of the Council to the fact that, with the attainment of independence by Somalia on 1 July 1960, the supplementary rules A, B, C and D of the Council's rules of procedure relating to the participation in its sessions of States Members of the United Nations Advisory Council for the Trust Territory of Somaliland which are not members of the Trusteeship Council would no longer be applicable. Furthermore, with the emergence of Somalia and the other Territories from the International Trusteeship System, there might be other developments which would have their repercussions on the Council's rules of procedure. Thus, it was for the Council to decide whether it wished to revise any of its rules of procedure to take account of such developments now or at some later date when its future work became more defined.

<sup>40</sup> Resolution 2014 (XXVI) of 1 June 1960.

92. At its 1097th meeting, the Council decided that the supplementary rules A, B, C and D be removed from its rules of procedure as from 1 July 1960. With regard to other rules of procedure which may be affected by decisions concerning its future work, the Council decided that a working paper would be prepared by the Secretariat setting out the proposed amendments to the relevant rules of procedure for the consideration of the Council at its next summer session.

#### **K. Report of the Trusteeship Council**

93. By its resolution 1409 (XIV) of 5 December 1959, the General Assembly took note of the report of the Trusteeship Council covering the work of its eighth and ninth special sessions and of its twenty-third and twenty-fourth regular sessions<sup>41</sup> and recommended that the Trusteeship Council, in its future deliberations, should take into account the comments and suggestions made during the discussion of the report at the fourteenth session of the General Assembly.

94. At its 1045th meeting, the Council took note of this resolution.

<sup>41</sup> *Official Records of the General Assembly, Fourteenth Session, Supplement No. 4 (A/4100).*



## Part II

# CONDITIONS IN THE TRUST TERRITORIES

## Chapter I

### TANGANYIKA

#### I. GENERAL

##### Outline of conditions and recommendations adopted by the Trusteeship Council

###### LAND AND PEOPLE

1. A description of Tanganyika and its people was given in the report of the Trusteeship Council to the General Assembly at its thirteenth session.<sup>1</sup> The estimated population as at 30 June 1959 was 9,077,000, of whom 8,942,000 were Africans. The relatively small non-African population, totalling 134,800, included 84,100 Asians (Indians, Pakistanis and Goans), 23,300 Arabs and 23,100 Europeans. Only a small proportion of the Europeans are considered to be permanently settled in the Territory.

###### GENERAL

2. The manner in which the Territory's constitutional arrangements have evolved from a government composed predominantly of civil servants towards a representative government with non-racial institutions has been described in detail in the previous reports of the Trusteeship Council. During its most recent phase, this process resulted in the introduction in 1955 of a system of multiracial representation in the central legislature, whereby each of the main racial groups had parity of representation irrespective of their numerical strength. The Administering Authority, explaining this system, which was the target of considerable criticism in the Trusteeship Council, said that it was not intended to be a permanent feature of the political scene but was a transitional measure designed to promote racial harmony. The Administering Authority stated that, as the Territory progressed, African participation both in the legislature and the executive would steadily increase, the ultimate objective being a government under which responsible people of all races would feel secure.

3. According to the 1960 Visiting Mission, this development is taking place. The Mission reported that important further constitutional advances had been announced for September and October 1960 which will involve the reconstitution of the Legislative Council, on the basis of a much broader franchise, with a large majority of the seats occupied by African elected members. Immediately following this, according to a Government announcement made on 26 April, changes

will be made in the executive branch of government which will effectively transfer the primary responsibility for the conduct of the Territory's affairs into the hands of non-official Ministers. The Visiting Mission commented that with the introduction of responsible government, which will take place on 1 October 1960, Tanganyika will in fact have entered the final stages before independence.

4. The Visiting Mission observed that the most noteworthy feature of the political situation in Tanganyika was the peaceful and harmonious atmosphere of goodwill. Nowhere, the Mission stated, did it get the impression that there were any political tensions or any current threat to law and order. It found excellent relations existing between persons of different races and it considered that the present situation in Tanganyika was an encouraging example to other multiracial societies.

5. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council welcomes the important constitutional reforms taking place in Tanganyika and notes with great satisfaction that the Territory is moving into the last stages of political evolution before independence in an atmosphere of harmony and goodwill. It commends the Administering Authority and the leaders and people of Tanganyika for the parts which they have played in bringing this about and expresses the hope that this smooth and rapid progress in the political field will be matched by an accelerated rate of progress in other fields, particularly the educational and economic spheres.*

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

###### GENERAL

6. The representative of Burma was confident that whatever differences of opinion might yet exist between the Administering Authority, the Government of Tanganyika and the Tanganyika African National Union, in regard to the proposed constitutional changes, would be resolved before the Territory went to the polls in the next few months. However, he considered that the constitutional changes which the Administering Authority had proposed to the people of Tanganyika fell far short of their expectations.

7. The representative of New Zealand was impressed by the political unity of the people, the quality

<sup>1</sup> Official Records of the General Assembly, Thirteenth Session, Supplement No. 4 (A/3822), volume II, chapter I.

of their leadership and the sympathy and goodwill existing between the people and their political leaders, on the one hand, and the Administering Authority and its officials, on the other.

8. The representative of Italy felt that the Administering Authority should now harness the enthusiasm of the people and give first priority to the drive towards universal suffrage, the establishment of a fully responsible government and the attainment of independence at the earliest possible date.

9. The representative of Paraguay noted that serious problems were still pending and would carry on through the first years of independence. Their solution required great perseverance and considerable sacrifice on the part of the leaders and people.

10. The representative of China noted that the Territory had moved ahead fast in a peaceful and harmonious atmosphere of goodwill. He believed that the change was due to the growth of a nationally-oriented political consciousness in the Trust Territory and the sympathetic understanding of the Administering Authority.

11. The representative of India felt that, while the constitutional reforms shortly to be introduced in Tanganyika represented an important step towards self-government, the rate of progress must be viewed in the light of the desire of the Tanganyika African National Union (TANU) for complete independence in the near future and of the dramatic advances elsewhere in Africa which called for increased haste.

12. The representative of the Union of Soviet Socialist Republics stated that the demands of the indigenous population made it incumbent on the Administering Authority to implement urgently a number of necessary measures to accelerate the political development of the Territory. The reforms proposed by the Administering Authority were far from sufficient and were hopelessly out of date. They did not take into account the demands of the population of Tanganyika or the political situation which had developed in the Trust Territory and in Africa as a whole. Having listened to the statements of the regular and special representatives about how much still remained to be done in Tanganyika, he wondered whether the Administering Authority had only just realized its inadequacies and the sad results of its policies. He thought it would be more correct to say that this sudden frankness was intended to give the impression that the Administering Authority still had much to do in the Territory and should therefore be granted permission to continue its trusteeship regime there. It must be very clearly stated that the Administering Authority would not be allowed to extend its trusteeship administration for ten years or for five years or even for two years. Immediate independence was what was demanded by the Territory's people, and the United Nations, and particularly the Trusteeship Council, should help the people of Tanganyika to achieve their independence without delay.

13. The special representative of the Administering Authority stated that, except for the question of universal suffrage, the proposed constitutional changes fully satisfied the immediate expectations of the political leaders and people of Tanganyika, although the former were already looking towards the next stage of constitutional development which would be discussed with the Secretary of State for the Colonies after the forthcoming elections. He agreed on the need for an accel-

erated rate of progress in all fields and said that the same sense of urgency was felt by the political leaders and the Government of Tanganyika.

14. The representative of the Administering Authority believed that the forthcoming introduction of responsible government represented a bold and realistic advance which was in line with the rapid political changes taking place elsewhere in Africa and gave effect to the wishes of the great majority of the Tanganyikan people. This major step had been possible because of the peaceful and harmonious atmosphere of goodwill in the Territory and the wisdom and moderation of the political leaders. He also stated that there was no shred of justification for the suggestion made by the representative of the Union of Soviet Socialist Republics that frankness about the difficulties confronting Tanganyika might be designed to justify delay in the Territory's progress to independence. The Administering Authority was most anxious that as much economic, social and educational progress as possible should be made before Tanganyika attained independence, and in co-operation with the people of the Territory it was doing everything it could to promote this progress.

## **II. POLITICAL ADVANCEMENT**

### **Outline of conditions and recommendations adopted by the Trusteeship Council**

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

15. The constitutional arrangements at present in force are very largely the result of popular consultations undertaken most recently by the Committee on Constitutional Development in 1951 and by the Franchise Committee of the Legislative Council in 1956. At its twenty-third session, the Trusteeship Council noted the intention of the Administering Authority, following the second phase of the Legislative Council election in 1959, to appoint a constitutional committee of the newly composed legislature to consider possible further constitutional advances. The Council expressed the hope that the committee would be given the broadest terms of reference and that its composition would be as representative as possible. The Council attached the highest importance to this committee, observing that its work would contribute in large measure to the progressive development of the Territory towards self-government or independence.

16. The appointment of the Post Election Committee and its terms of reference were duly announced on 17 March 1959. Under the independent chairmanship of Sir Richard Ramage, the Committee was composed of fifteen members, eight of whom were elected members of the legislature and five were nominated members. The membership included six Africans, of whom four were elected members of the legislature. The Committee was given broad terms of reference, covering the composition of the Legislative Council, the number of constituencies and their boundaries, the system of franchise and the desirability, or otherwise, of establishing a Territorial Council, or second chamber, composed of representatives of the chiefs and of other persons of experience and wisdom.

17. The Committee's recommendations, which are described below, were approved with certain changes

and form the basis upon which a new reconstituted Legislative Council will be elected in September 1960. The effect of these changes will be to bring into existence a legislature composed predominantly of elected members. Following these changes, the Administering Authority has announced that a Chief Minister will be appointed from among the unofficial members of the legislature and the Council of Ministers will be re-organized to include a large majority of unofficial Ministers. The 1960 Visiting Mission observed that these changes will effectively transfer the main responsibility for the conduct of the Territory's affairs into the hands of a government composed mainly of elected representatives. It also welcomed a statement by the Secretary of State for the Colonies who said that the way forward for Tanganyika in the immediate future was to put into effect the constitutional decisions which had been taken, and, after the elections to be held in September, to study, in consultation with the elected leaders, what the next steps should be. The Mission observed that in the light of assurances given by the Secretary of State (which are fully described in section VI below) the Administering Authority may be expected to receive with sympathy any motion concerning the termination of trusteeship which may be submitted by the Legislative Council of Tanganyika and to work out, in consultation with the elected representatives of the people, the necessary steps to achieve that goal.

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

##### (a) *Reform of the executive government*

18. As presently constituted, the executive branch of government consists of the Governor, assisted by a Council of Ministers and an Executive Council. The Council of Ministers was established on 1 July 1959 and consists, under the presidency of the Governor, of seven official Ministers and five non-official Ministers appointed from among the elected members of the Legislative Council. Of these five, three are Africans, one is an Asian and one a European. The Executive Council, which is also presided over by the Governor, consists of the twelve Ministers and five other members not holding public office who are appointed by the Governor.

19. Prior to the establishment of the Council of Ministers, the Executive Council was the principal organ which assisted the Governor as Chief Executive Officer, the Governor acted after consultation with the Executive Council and in many matters with its consent. These functions have now passed to the Council of Ministers. However, the Executive Council has been kept temporarily in existence to advise the Governor in the exercise of his powers to remit sentences of capital punishment and, in a subordinate position in relation to the Council of Ministers, on questions of general policy.

20. The Ministers, both official and non-official, are all members of the Legislative Council where they are expected to support government policy although the non-official Ministers are, in fact, all supporters of TANU. The Visiting Mission, commenting on this, observed that the non-official Ministers seem to have had considerable freedom in administering the departments under their control and to have been able to

influence general government policy to such an extent that they have been able to support it without any embarrassment on account of their political affiliation.

21. The position described above has from the outset been recognized as transitional pending the projected reform of the Legislative Council (see below). The Visiting Mission reported that an announcement was made to the Legislative Council on 26 April 1960 that the following changes would be made with effect from 1 October: (1) a post of Chief Minister would be created which would combine the functions of principal adviser to the Governor and Leader of Government Business in the Legislative Council; (2) the post of Chief Secretary would be abolished and a Deputy Governor would be appointed who would be the head of the civil service; (3) the Council of Ministers would be reconstituted to consist of the Governor (President), the Deputy Governor, ten non-official Ministers and two civil service Ministers (the Attorney-General and the Minister for Information Services); (4) a non-official Minister for Home Affairs would be appointed whose portfolio would include police, prisons and immigration, although responsibility for the use and operational control of the police force would remain vested in the Governor; (5) the Executive Council would cease to exist.

22. The Visiting Mission observed that the new system of government would constitute a major constitutional advance and would amount in fact to a large measure of internal self-government. It noted however, that the changes did not represent the last stage before self-government or independence, which would be reached only when the Governor and the official members of the Council of Ministers retired from its deliberations and there was a Prime Minister presiding over a cabinet. In the meantime, the Governor would retain the power, which the Administering Authority considered necessary in view of its responsibilities under the Trusteeship Agreement, to reject the advice of the Council of Ministers, a power which, the Mission observed, he was unlikely to exercise. The Mission was informed that one of the main reasons for the intermediate stage was to permit the orderly transfer from a civil service, for the conditions of service of which the Secretary of State was still responsible, to one over which the Prime Minister and Government of Tanganyika would have full control.

23. The Mission reported that Mr. Nyerere, the President of TANU and Chairman of the Tanganyika Elected Members Organization, had welcomed the announced changes as a major step towards full independence. He had, however, expressed reservations concerning the continued presence of the Governor in the Council of Ministers, since, if the Governor insisted on some particular point, it would lead to a constitutional crisis. The Mission was confident that the Administering Authority would give due consideration to this reservation made by Mr. Nyerere.

24. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council considers that the forthcoming changes in the executive government, although they do not represent the final stage of constitutional evolution before independence, nevertheless constitute a major step in that direction and will in practice result in the transfer of the main responsibility for the conduct of the Territory's affairs for the most part into the hands of Minis-*

ters chosen from among the elected representatives of the people. The Council notes that under the new arrangements the Governor will continue to preside over the Council of Ministers and will retain the right to reject the Council's advice. On the other hand, it also notes the statement by the special representative of the Administering Authority that it was very unlikely that he would exercise that right.

The Council further notes that, in welcoming the announcement of the changes, Mr. Nyerere expressed reservations concerning the continued presence of the Governor in the Council of Ministers. While it regrets that the Administering Authority has found it necessary to retain this provision, the Council is confident that the new arrangements will represent a short-lived stage in the progress of Tanganyika towards independence in the near future.

#### (b) Reform of the Legislative Council

25. In 1959 the Legislative Council consisted of a speaker with thirty elected and twenty-three non-elected members. The latter included seven official Ministers and sixteen members nominated by the Governor. The thirty representative seats were divided equally among Africans, Asians and Europeans in accordance with the principle of separate but equal representation for the three main racial groups.

26. As the Council has explained in its previous reports, elections to fill the representative seats were held for the first time in 1958 and 1959. These were based on a restricted franchise with a common roll of electors in each of ten constituencies. To maintain the system of parity representation, voters in each constituency where there was a contest, had to vote for three representatives, one African, one Asian and one European. The first stage of the elections, held in September 1958, was marked by a number of contests between candidates supported by the United Tanganyika Party and those supported by TANU. In the event, candidates of all races who were supported by TANU easily won all of the contested seats. In the second stage of the elections which were advanced to February 1959, the TANU candidates were either returned unopposed or obtained large majorities over independent candidates.

27. Even before the elections, the continuance of the parity system and the compulsory tripartite vote had elicited considerable criticism and, while the Trusteeship Council had welcomed the holding of elections, it had hoped for further increases in African representation. The Tanganyika Government had long intended that, after the elections, a Post Elections Committee should be set up to consider further constitutional advances. This Committee was, in fact, established on 22 May 1959. Its terms of reference included a review of the system of representation, the tripartite method of voting, the franchise and the question whether or not a Territorial Council, composed of representatives of the Chiefs and other persons of experience and wisdom should be created as a second chamber.

28. The findings of the Post Elections Committee were published on 15 December 1959. Its recommendations, which were accepted by the Administering Authority, provided for an increase in the number of elective constituencies to fifty returning seventy-one members, of whom fifty would represent open seats to which any person, regardless of race, who fulfilled the necessary qualifications required of a candidate could be elected. In eleven of the constituencies in which there

was a comparatively large Asian population and in ten in which there was an appreciable European population, the qualified electors, regardless of race, would also elect Asian and European members, respectively. The proposals for minority representation were put forward unanimously as being in the interest of Tanganyika in present circumstances but liable to review at a later date. The Visiting Mission observed that they were in fact accepted as a transitional measure in a considerable number of African representations including that of TANU. It noted that the member elected to a reserved seat would be chosen by an electorate that would be overwhelmingly African in view of the substantial broadening of the franchise which the Committee recommended (see below). The Mission also noted that the Committee recommended as a general rule that districts rather than provinces should be used as the basic constituency. This, the Mission remarked, would maintain the considerable disparity in the size of the present constituencies.

29. On other matters, the Committee recommended that the practice of nominating members to represent special interests which might otherwise be inadequately represented should be retained only for the government side of the Council. The Committee found that there was considerable opposition to the creation of a Territorial Council, or second chamber. It recommended against the creation of such a body but in favour of giving statutory recognition to the existing Chiefs' Convention by means of local legislation.

30. The recommendations of the Committee were accepted by the Administering Authority and were embodied in the Tanganyika (Legislative Council) (Amendment) Order-in-Council, 1959. These new arrangements will come into effect with the forthcoming general elections to be held in September 1960.

31. The Visiting Mission reported that the arrangements for electing the new legislature were going forward with little or no controversy. It observed that, while TANU had accepted the principle of reserved seats for Asian and European members only for the life of the next Legislative Council and the African National Congress was opposed to that principle, in any case the large majority of seats would be filled by African elected members. The Mission was led to believe that the right of the Governor to nominate members at his discretion would be exercised very sparingly.

32. At its twenty-sixth session, the Council was informed that, in addition to the seventy-one elected members of the Legislative Council, there would be provision for two *ex officio* members, namely, the two civil service Ministers. The Governor's power to appoint a small number of nominated members would be used to include in the Legislative Council the Minister of Finance and probably six other persons with special knowledge and experience.

33. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council notes with satisfaction the reforms which have been introduced in the electoral system and in the composition of the Legislative Council, namely, the abolition of the parity system of racial representation and the compulsory tripartite vote, and the creation of a legislature composed almost exclusively of elected representatives, a majority of whom will be Africans. The Council notes that TANU has accepted, for the life of the next Legislative Assembly only, the arrangements whereby a certain number of seats will be reserved for*

*non-Africans. The Council congratulates the Administering Authority and the people of Tanganyika upon the spirit of racial harmony and co-operation which has made these changes possible and hopes that the future government of all persons who have made Tanganyika their home, continue in the same spirit to ensure respect for the rights of minority groups. Noting also the statement of the special representative that the number of members whom the Governor will appoint to the Legislative Council in the exercise of his discretionary power will be quite small, the Council trusts that, before deciding to nominate additional persons on the basis of their particular knowledge, experience, or race, the Governor will consider whether there are not among the elected members persons possessing the necessary qualifications to make additional representation unnecessary.*

#### DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

34. When Territory-wide elections to the Legislative Council were introduced for the first time in 1958 and 1959 they were based on a qualitative franchise, the three main alternative qualifications being: (a) education up to Standard VIII; (b) possession of a minimum income of £150 a year; or (c) experience in certain specified categories of office, including membership of statutory bodies or as traditional Chiefs or Headmen. The Administering Authority estimated that there were approximately 150,000 potential voters possessing the necessary qualifications, although only 59,317 actually registered. In addition, although the electors in each constituency were enrolled on a common roll, they were required to vote for three candidates, one of each race (except where a seat was uncontested).

35. The Trusteeship Council had on several occasions expressed some criticism of the restricted size of electorate and of the mechanism of the compulsory tripartite vote. For its part the Administering Authority had for some time intended that the question of the franchise to be used in future should be one of the terms of reference of the Post Elections Committee. This intention was given effect to, although the Committee's recommendations were to be within the general principles of a qualitative franchise.

36. In presenting its report, the Post Elections Committee noted that it had received many representations in favour of adult or adult male suffrage and it recognized that under present world conditions any restrictions could not be maintained over any length of time. Within the limits of its terms of reference, the Committee therefore sought to provide a very wide franchise and with this aim in view proposed that in the case of men the payment of an exemption from personal tax should be a qualification. For women, who are not normally required to pay personal tax, it recommended four alternative qualifications: ownership of a house or homestead, payment of any direct tax or rate, possession of a business licence, or possession of sufficient literacy to fill in the application form for registration as a voter. The Committee recommended that these qualifications should replace the existing educational and income qualifications. It recommended retention of the office-holding provision, however, and its extension to include members of recognized village councils as well as past or present membership of any of the scheduled offices. The purpose was to bring within eligibility of voting a number of older women who played an important part in village community life but

who would not be eligible under any of the other provisions.

37. In a dispatch published with the Committee's report, the Secretary of State for the Colonies stated that he shared the desire for a substantial widening of the franchise but that to link the right to vote with the payment of personal tax would differentiate against women. He decided that, instead, three alternative qualifications should be adopted which would apply to both men and women. These were: (a) ability to read and write in English or Swahili; (b) possession of an annual income of £75; or (c) being the present or past holder of a prescribed office.

38. The qualifications for voting were accordingly drawn up in accordance with the Secretary of State's decision. An important modification resulted, however, from a subsequent decision to interpret the income qualification as meaning income in cash or kind, which enabled peasants to include the value of their subsistence activities. The effect of this, according to the Visiting Mission, was to make practically every head of household eligible to vote under the income qualification.

39. The Visiting Mission reported that 885,000 persons had registered for the forthcoming election. Although this was only about half the estimated number of potential electors, the Mission felt that the result was not unsatisfactory in a community where the holding of elections was, for many people, an innovation. The Mission regretted that it had been decided not to introduce universal adult suffrage at this stage, but thought that the restrictions in the franchise would not substantially affect the results of the forthcoming elections. It was confident that the new Government which would enter into office after the elections would give the matter further attention and that the introduction of universal adult suffrage would not be long delayed.

40. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council, recalling its previous recommendations concerning the desirability of promoting the introduction of universal adult suffrage with the least possible delay and noting the desire in the Territory for a broader suffrage than at present, regrets that it was decided not to introduce universal adult suffrage for the forthcoming elections. The Council is pleased to note, nevertheless, that as a result of the recent reforms the number of persons registered on the electoral rolls has increased fifteen times. It is confident that the new Government which will enter into office after the elections will give this matter further attention and that the introduction of universal adult suffrage will not be long delayed.*

#### POLITICAL ORGANIZATIONS

41. As the Trusteeship Council noted at its twenty-third session, the elections to the Legislative Council in 1958-1959 resulted in the emergence of the Tanganyika African National Union as the dominant political party of Tanganyika, reported at the end of 1959 to have a total of 409 registered branches. The Visiting Mission found proof of wide popular support for this party, which enjoyed the great prestige of having won its campaign for responsible government and for abolition of the parity system, and stood for the principle of democratic equality without distinction of race, sex,



language or religion. The Mission reported that the only other African political party was the Tanganyika African National Congress which had broken away from TANU several years ago and had unsuccessfully contested one seat in the 1958 elections. The Mission noted that it had received four small deputations of this organization, but in no case was it invited to attend a meeting of Congress supporters although it had witnessed large demonstrations in support of TANU.

42. Apart from a number of African organizations at the local government level, the only other African organization with a political aspect was the All-Moslem National Union of Tanganyika, which was mainly concerned to see improved educational facilities for Moslems and did not intend to enter candidates in the elections. Among the immigrant communities, the Mission found little organized political activity except for the Asian Association, which claims majority support among the Asian community and is the political ally of TANU.

#### LOCAL GOVERNMENT

43. The structure of local government has been described in a previous report of the Council.<sup>2</sup> Briefly, the principal organ of local government throughout most of the rural areas is the "Native Authority", consisting of Chiefs with, in many cases, elected councils, while in urban areas it is the town council, or in the case of Dar es Salaam a municipal council, established along the usual modern lines. Progress in the development of urban councils has proceeded steadily, the most noteworthy change being a rapid trend towards the introduction of the elective principle for all except a few official members. In the field of rural local government, progress has been much less systematic. Attempts to develop multiracial county, district and local councils proved relatively unsuccessful, partly because of a marked reluctance by Africans to admitting Europeans into what was felt to be a traditional African function. Another factor, which also affected the "Native Authorities", was politically inspired resistance to government authority, including the payment of rates and the enforcement of local measures in the natural resources field. During 1958, nine district councils were established under a Local Government (Amendment) Ordinance, but four of these failed to function properly owing to lack of popular support and were dissolved in 1959. Among these was the Geita District Council to which reference is made in the previous report.<sup>3</sup> In each case, the district councils were replaced either by the Native Authorities which previously existed or, as in the case of the Geita District Council, by a purely African council at the district level. Of the remaining five district councils, four functioned successfully during 1959 but one was faced with demands for changes in its constitution.

44. The Trusteeship Council has on various occasions taken the position that the establishment of modern forms of local government is important for the Territory's rapid political development on democratic lines, and it has expressed hopes for an accelerated rate of progress in this field, including the introduction of direct elections on the widest possible franchise. In the field of urban local government, there has been, as

already noted, a rapid trend towards the replacement of nominated by mainly elected councils. During 1958, 1959 and 1960 elections were held for eight town councils, leaving only two (Iringa and Tabora) composed entirely of nominated councillors. Steps were taken to enable elections to these remaining councils to be held during 1960. Towards the end of 1959, elections on the basis of wards and of a householder franchise were held in Dar es Salaam for the first time and resulted in an entirely elected Municipal Council.

45. In many rural areas a steady increase in the representative element on local government bodies was also reported to have taken place. During 1959 six members of the Tunduru District Council were directly elected and elections were under consideration by the other district councils in the Southern Province.

46. The Visiting Mission, commenting on the difficulties which had been encountered in the development of rural local government, noted that local opposition to authority appeared to be a thing of the past, partly because of the general improvement in the political atmosphere and partly because of the abandonment of coercive measures in the natural resources field. It gained the impression however that no comprehensive policy of developing rural local government existed at present and it hoped that the future responsible Government would make more intensive and systematic efforts in this direction. In October 1959 the Governor had announced the appointment of a ministerial committee to study this matter.

47. At its twenty-sixth session, the Council was informed that in order to find a satisfactory form of local government in rural areas, suitable to local conditions, constitutional committees composed of local representatives had been set up in practically every district. The recommendations of one of these committees had already been considered by the Council of Ministers and had received the approval of the Legislative Council, and the proposals of the others were expected within the next few months. The formulation of a comprehensive policy in regard to rural local government was one of the problems which the Administering Authority had decided to defer for consideration by the new Tanganyika Government.

48. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council notes with satisfaction the progress made in the development of urban local government along modern democratic lines, particularly the holding of elections for the first time in the municipality of Dar es Salaam and for eight town councils. It notes that elections for the two remaining town councils, which are at present composed entirely of nominated councillors, are expected to take place during 1960.*

*The Council, recalling its previous recommendations concerning the need to foster the development of modern local government institutions in rural areas and recognizing the efforts which the Administering Authority has made to do so, expresses its regret that so far these efforts have made less progress than in the urban areas. The Council notes that constitutional committees composed of local representatives have been set up in practically every district as part of an effort to find a satisfactory form of local government suitable to local conditions, that the recommendations of one such committee have already been considered by the*

<sup>2</sup> See *Ibid.*, volume II, chapter I, paras. 41-45.

<sup>3</sup> *Ibid.*, Fourteenth Session, Supplement No. 4 (A/4100), part II, chapter I, para. 32.



*Council of Ministers and have received the approval of the Legislative Council, and that the proposals of other committees are expected within the next few months. The Council also notes that the establishment of a comprehensive policy in regard to rural local government is one of the problems which the Administering Authority has decided to defer for consideration by the new Tanganyika Government. The Council hopes that the new Government will exert great efforts to develop democratic local government institutions in the rural areas.*

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

49. A continuing concern of the Trusteeship Council has been to see an increasing number of Africans appointed to higher posts which, in the past, were largely occupied by non-Africans. At its twenty-third session, it expressed the opinion that the development of an efficient and well-trained civil service composed of local officers was of pre-eminent importance in a Territory moving towards self-government or independence. While appreciating the efforts being made by the Administering Authority and the difficulties of the task, it urged that the pace should be accelerated and that advantage should be taken to the fullest extent possible of training facilities available under the United Nations programme relating to public administration or other overseas programmes.

50. The Administering Authority reported that there had been a steady increase in the number of local officials appointed to posts of responsibility, which was indicated by the fact that the number of such officers rose from 126 in 1957 to 253 by March 1959 and 411 by the end of the year. In April 1960, there were 3,814 senior posts in the civil service, 627 of which were vacant or filled by local temporary appointment. Of the remainder, 2,215 were filled by expatriate officers, domiciled in European, mainly in the United Kingdom and other Commonwealth countries, 505 by expatriate officers domiciled in Asian countries and 467 by locally domiciled officers (346 Africans, 76 Asians and 45 Europeans). The Administering Authority pointed out in its 1959 annual report that the necessary funds and machinery to train officials already existed, but that the determining factor was the paucity of candidates with secondary education able to take advantage of this machinery. Any acceleration in the rate of local recruitment to senior posts must, it stated, depend almost entirely on the expansion of secondary education.

51. The Visiting Mission also took this view and, while recommending a marked intensification of secondary education (see below), considered that it would be several years before this could have any effect on the rate of entry into senior posts in the service, particularly since for the majority of the posts involved university degrees or other comparable technical qualifications were a prerequisite. On the other hand, the Mission reported that the retention of a sufficient number of existing expatriate officials was by no means assured. The Mission said that it had heard many representations from serving officers that, compared with salary scales prevailing elsewhere, conditions of service in Tanganyika had progressively deteriorated and that uncertainty about their future status and the protection of their rights in an independent Tanganyika was causing them anxiety. While many had expressed a

readiness and even a desire to continue to serve in Tanganyika if reasonable improvements in salary and appropriate assurances were forthcoming, the Mission believed that a large proportion of the expatriate staff would leave in the next year or two if such improvements were not decided upon. It noted that 220 officers had left the service since 1 July 1958, including 64 officers on the permanent and pensionable establishment. The Administering Authority, according to the Mission, was aware of this problem and hoped to appoint a special commission to study and report quickly on the whole question of emoluments.

52. The Mission considered that a solution of these problems must be found as a matter of urgency if Tanganyika was not to lose the services of some of its key personnel at a crucial stage of its development. This problem, the Mission said, called for a bold and imaginative approach. It was very important that there should be no hiatus in administrative or technical services over the next few years. The Mission suggested that the most positive way of tackling the problem would be in the context of an intensive and comprehensive programme of localization of the public service. Such a programme could include provision for the urgent training of local officers to replace expatriates, and the satisfaction of legitimate demands concerning emoluments and terms of service made by those expatriate officers whose employment was for the time being continued. It should also provide for the expansion and intensification of secondary and higher education in an effort to supply the public service with sufficient qualified local officers. Such a "crash programme" would not be inexpensive, and would almost certainly be beyond the unaided financial and physical resources of the Tanganyikan Government. The Mission was confident, however, in the Administering Authority's willingness to co-operate with the territorial authorities in this work and it suggested that early and substantial assistance towards planning and implementing some agreed programme of the kind mentioned above would be one of the greatest contributions which the Administering Authority could make towards the future stability and progress of an independent Tanganyika. The Mission believed that the United Nations also would wish to help in bridging any gap which might occur in this field, by making available experts under the technical assistance programme and providing scholarships and fellowships for the training of Tanganyikan officials abroad.

53. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council shares the concern of the Visiting Mission that urgent and intensive efforts should be made to ensure that Tanganyika may have at its disposal both before and after independence a body of competent civil servants in sufficient numbers for its growing needs. The Council endorses the recommendations of the Visiting Mission that the Administering Authority should do all possible to assist the Tanganyika Government in carrying out a more comprehensive and intensive programme for the expansion of secondary and higher education and for an increase in the training of existing civil servants, with a view to providing the civil service with sufficient qualified local personnel as rapidly as possible. At the same time, it recognizes that urgent action is necessary to ensure that the Territory may retain the services of experienced overseas personnel. It hopes that such persons will continue to serve in*

*Tanganyika during the period preparatory to independence and thereafter if that be the desire of Tanganyika on terms and conditions agreed upon by all concerned. It suggests furthermore that the Administering Authority should explore all avenues of international assistance including the possibility of obtaining additional personnel with the assistance of the operational and executive personnel programme (OPEX).*

#### EAST AFRICAN INTER-TERRITORIAL ORGANIZATION

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

55. At its twenty-sixth session, after receiving a further report from the Standing Committee,<sup>4</sup> the Council adopted the following conclusions:

*The Council notes the statements of the Administering Authority regarding its application of the safeguards provided for in Trusteeship Council resolution 293 (VII) and also notes the statement of the 1960 Visiting Mission regarding the assistance and co-operation it received from the Tanganyika Government during its recent visit. The Council trusts that the safeguards will continue to be applied steadfastly in the Trust Territory.*

*The Council notes with satisfaction the appointment of a Commission to inquire into fiscal and economic arrangements for the East Africa common market and the operation of the High Commission services. It expresses its confidence that the Commission will consider fully the interests of Tanganyika and hopes that the findings of the Commission will result in arrangements that will be entirely satisfactory to the Government of Tanganyika and will be conducive to the further industrialization and development of Tanganyika.*

*The Council takes note of the observation of the Visiting Mission that with the approach of Tanganyika towards independence and with constitutional changes occurring in the other East African Territories, there will have to be a complete renegotiation of the arrangements for inter-territorial co-operation by representatives of the countries concerned. It notes further that the Visiting Mission was confident that Tanganyika would be effectively represented in future discussions on this subject.*

*The Council notes with satisfaction the observation of the 1960 Visiting Mission that the East Africa Central Legislative Assembly has approved the construction, at a cost of £2,200,000, of the railway links between Tanga and Dar es Salaam, and that a new branch railway from the Central Line to Mikumi is now nearing completion, and expresses the hope that urgent attention will be given to the further improvement of communications in the Trust Territory.*

*The Council notes that the Administering Authority has arranged to extend the life of the East Africa Central Legislative Assembly for a further period of three years. The Council is confident that when the question of further extension of the Assembly is considered at the end of this period, the decision as far as Tanganyika is concerned will be made in accordance with the wishes of the Territorial legislature.*

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

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

##### (a) *Reform of the executive government*

56. The representative of Burma considered that in the new Government the essential domains would still be controlled by civil servants; for example law and order would be entirely controlled by the Governor, the Deputy Governor and the Attorney General, while the non-official Minister for Home Affairs would merely handle the housekeeping part of police, prisons and immigration.

57. The representative of New Zealand had no doubt that TANU and the people of Tanganyika regarded the new arrangements as constituting the responsible government for which they were pledged to work at the last elections and they were to be congratulated on having obtained their objective so swiftly and smoothly. He was confident that the new arrangements would work well in a spirit of harmony and co-operation.

58. The representative of France observed that experience in other Territories at a similar stage of constitutional development had shown that there was little likelihood of the Governor exercising his right to veto decisions of the Council of Ministers.

59. The representative of China stated that the Administering Authority should give due consideration to the hopes and reservations which Mr. Nyerere had expressed.

60. The representative of Belgium stated that the Administering Authority had shown good sense by including in the membership of the future Council of Ministers a limited number of civil servants who would be able to assist the political leaders in solving the technical problems existing in Tanganyika.

61. The representative of the United Arab Republic stated that it was evident that the announced reforms would not completely fulfil the hopes of the people of Tanganyika. He regretted that the Administering Authority had not taken into consideration the observations of Mr. Nyerere, which seem very wise.

62. The representative of India felt that a large measure of reserve powers was being retained by the Governor and that a Cabinet consisting of some elected members and some officials might, with the best goodwill, create difficulties.

63. The representative of the Union of Soviet Socialist Republics noted that under the provisions of the proposed reforms, the Council of Ministers would be a consultative body presided over by the Governor who would decide all questions of policy. He thought that the time had long since come for transferring the executive authority in the Territory to the representatives of the indigenous population—that is, to a responsible government headed by a Prime Minister, who should have all Ministers under him, regardless of whether they were elected or appointed by the Legislative Council.

64. The special representative of the Administering Authority assured the Council that the continued presence of the Governor in the Council of Ministers and his right to decline to accept the advice of the Council, which he was unlikely ever to exercise, would not

<sup>4</sup> T/L.983/Add.2.

destroy the authority of the new responsible Government. He pointed out that Mr. Nyerere considered that the new Government would have sufficient powers to tackle the problems ahead of it. It was not correct that the Minister for Home Affairs would have negligible powers. He would have full responsibility for police, prisons and immigration, and the Governor's power to issue directions to the police would be used only if there was a risk of a break-down of law and order.

65. The representative of the Administering Authority said that no one in the Territory had objected to the retention of reserved powers by the Governor, which were necessary at the present stage of political evolution to enable the Administering Authority to ensure the carrying out of its international responsibilities. Indeed, TANU had specifically accepted the retention of those powers. The continued presence of the Governor in the Council of Ministers was merely an added safeguard and he would not go against the wishes of the majority of Ministers unless it were absolutely vital to do so. The Administering Authority had every confidence that the arrangements, which were purely transitional, would work smoothly and well.

#### *(b) Reform of the Legislative Council*

66. The representative of Australia considered that the forthcoming changes in the composition of the Legislative Council constituted a most important political advance and that the Administering Authority was to be commended for its bold and forthright approach to the problem.

67. The representative of Burma noted a statement by Mr. Nyerere regretting the necessity of reserved seats for Europeans and Asians and hoping that they would not be necessary for long. The representative shared this hope and considered that, if Tanganyika was to be a showpiece, these last vestiges of racial discrimination should be done away with immediately. He considered moreover that the Governor's power to veto legislation was entirely incompatible with the principles of a responsible government.

68. The representative of France was happy to see that the parity system of representation had disappeared and that multiple votes would no longer be compulsory. He hoped that the future Government of Tanganyika would continue to respect the rights of minority groups.

69. The representative of China hoped that should it be found that the twenty-one reserved seats were filled by members who were able to represent the wide interests of the minority, and whose knowledge and experience would enable them to make full contribution to the deliberations of the Legislative Council, the Governor would not deem it necessary to nominate additional unofficial members to the Legislative Councils.

70. The representative of Belgium considered that the reservation of some seats for minorities in the new Legislative Council was a wise decision motivated by a desire to enable the minorities to continue to contribute to the progress of the Territory.

71. The representative of the USSR stated that, bearing in mind the narrow composition of the Ramage Committee and its restricted terms of reference, it was not surprising that the reforms adopted on the basis of the Committee's report were extremely limited. It could hardly be considered just for 9 million Africans to be represented in the Legislative Council by only

fifty members, or one member for every 180,000 persons, while 20,000 Europeans were to be given ten so-called reserved seats, or one member for every 2,000 persons. The only argument used by the Administering Authority in favour of the retention of reserved seats for these constituencies was the presence in them of European capital. The result was that political rights were distributed on the basis of capital, which could not of course be called a democratic approach in any sense. Moreover, the Governor of the Territory would continue to reserve the right to appoint to the Legislative Council a certain number of persons at his discretion. It was important to note that the Asian Association, for instance, was against the retention of the so-called reserved seats, and that TANU, although it had to agree with the retention of such seats, made the important reservation that this should be only a temporary measure during the period of transfer of powers.

72. It was clear that the proposed reorganization of the Legislative Council preserved the inadmissible racial discrimination against the African population with regard to representation in the legislative body of the Territory. The Trusteeship Council should defend the interests of the indigenous population and recommend that the Administering Authority should abolish this system of racial representation, abolish the so-called reserved seats, and make all seats in the future Legislative Council open to representatives of any racial group so that the people of Tanganyika could elect to the legislative organ of the Territory those persons, irrespective of the colour of their skins, whom they considered to be worthy. It was necessary for the Trusteeship Council to adopt such a recommendation immediately because the new Legislative Council would, in fact, decide the question of the future fate of the Trust Territory.

73. The special representative of the Administering Authority said that Mr. Nyerere had acknowledged that the retention of a minority of reserved seats for non-Africans was not due to discrimination against Africans but was necessary because there were still a number of Africans who had not yet achieved a non-racial outlook. The fact that TANU had endorsed candidates for each of the twenty-one reserved seats was an indication that it did not regard the presence of non-Africans in the Legislative Council as an obstacle to the exercise of legislative power by the African majority. Likewise, the Governor's right to decline to assent to legislation was not a denial of responsible government. He could not believe that the Governor would exercise that right.

74. The representative of the Administering Authority said that the reforms of the electoral system and the proposed constitution of the legislature including the retention of a minority of reserved seats had been decided upon in agreement with TANU. The reforms had been agreed upon as a transitional measure which would result in a large elected African majority. Subsequent reforms would be a matter for discussion between the elected leaders of Tanganyika and the Administering Authority.

#### DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

75. The representative of Australia supported the principle of universal adult suffrage but understood the view of the Administering Authority that, in the case of Tanganyika, it would have been premature to advance

at one step from the previous restricted franchise to universal adult suffrage.

76. The representative of Burma considered that the recent changes in the franchise and the electoral system fell far short of the expectations of the mass of the population of Tanganyika. He considered that the Territory was ripe for universal adult suffrage.

77. The representative of New Zealand considered that the restricted franchise in the forthcoming elections would not substantially affect the results or make the new Legislative Council any less representative than if the elections had been based on universal adult suffrage. He noted that the restricted franchise had been accepted for the time being by the people and their leaders.

78. The representative of Italy believed that the introduction of universal suffrage should be given the highest priority.

79. The representative of France hoped that the restrictions upon suffrage would be transitory. Nevertheless, the situation did not call for an immediate decision by the Administering Authority since a final decision on the introduction of universal suffrage would no doubt be taken by the new responsible Government which would shortly come into office.

80. The representative of the United States of America felt almost certain that universal suffrage would be adopted by the incoming Tanganyika legislature before the turn of the year. He regretted, however, that it had been decided not to introduce universal suffrage at this stage, as it would have been preferable if the forthcoming election could have been based on an unrestricted franchise.

81. The representative of China was glad to note that the Post-Elections Committee had recommended the repeal of the existing educational and income qualification provisions. He agreed with the Visiting Mission that to link the right to vote with the payment of personal tax would differentiate against women. He was disappointed that universal adult suffrage would not be applied in the forthcoming elections.

82. The representative of Belgium said that if the Administering Authority had not acceded to demands for universal suffrage its decision was doubtless inspired by the specific conditions prevailing in Tanganyika.

83. The representative of the United Arab Republic shared the view of TANU that the forthcoming general elections should have been held on the basis of universal suffrage. However, he believed that the limited franchise would not affect the results of the elections and it was likely that TANU, if it obtained a majority of the seats, would introduce appropriate changes after the elections.

84. The representative of India regretted that universal adult suffrage had not been introduced for the forthcoming elections believing that there could be no justification for the qualifications which had been imposed on the right of the vote. He was confident, however, that the further reform of the franchise towards universal adult suffrage would be among the first undertakings of the popular government which would soon come into power. He pointed out that the exercise of the vote was the best means of creating political consciousness and of political education of the masses from which a democracy derived its strength.

85. The representative of the USSR stated that the Administering Authority, in instructing the Post-

Elections Committee to base its recommendations on the maintenance of the principle of restricted suffrage, had disregarded the demands of TANU, the Asian Association and many other organizations and individuals and had adopted a decision to retain the restricted franchise. In this way it had deprived the overwhelming majority of the indigenous population of the democratic right of having a genuine representative government.

86. He asked whether the Administering Authority was against the introduction of universal suffrage because the political parties of Tanganyika had requested the United Nations to consider the coming elections as a plebiscite on the question of independence and because such plebiscites were generally held on the basis of universal suffrage. He wondered whether the Administering Authority was not trying, by acting in this way, to delay, even for a short period, the granting of independence to Tanganyika. He thought that the Administering Authority should satisfy without delay the demand of the political parties of Tanganyika for the abolition of all electoral qualifications and for the introduction of universal suffrage. Because of the unanimity of the Tanganyikan people in its desire to free itself from foreign domination as soon as possible, the Soviet delegation fully supported the proposal of TANU that the coming election should be considered as a plebiscite on the question of the independence of the Trust Territory, and would vote for the appropriate recommendation by the Trusteeship Council to the General Assembly.

78. The representative of Italy believed that the new franchise provisions were based on the view that to move directly from the former restricted franchise to universal suffrage would be too great a change. In fact the franchise had been very much widened and the persons registered were fifteen times as many as at the last elections. No one could say that this was not rapid progress towards universal suffrage. Likewise, no one believed that the forthcoming elections would not result in a representative government. The views of TANU on the question of universal suffrage were known and if TANU won the elections this would no doubt be one of the matters which they would discuss further with the Administering Authority. He assured the Council that the Administering Authority's reluctance to introduce universal suffrage for the forthcoming elections had not been based on a desire to prevent those elections from being regarded as a plebiscite for independence. The Administering Authority would regard those who were elected as being the responsible leaders of the people of Tanganyika and would have no hesitation in discussing with them the next steps to be taken towards the goal of independence.

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

88. The representative of Australia felt that the views of the Administering Authority concerning the problems connected with the civil service, which apparently were substantially shared by Mr. Nyerere, were essentially sound.

89. The representative of Burma believed that the conditions of service of the European civil servants should be the responsibility of the Minister of Home Affairs within the responsible government.

90. The representative of Paraguay pointed out the necessity for a competent body of public servants suf-

ficiently numerous to take care of the growing needs of Tanganyika.

91. The representative of China hoped that the future responsible Government would intensify its efforts to deal in a positive and resolute way with the problems of the civil service. It was a commendable step to appoint a senior officer in the Chief Minister's office to supervise the training programme and local recruitment.

92. The representative of Belgium was impressed by the efforts of the Administering Authority to ensure that the Territory should be able to rely upon the continued services of a certain number of overseas officers during and after the period of trusteeship. He also noted with satisfaction the various measures being taken, including the development of secondary education, to increase the number of local officials capable of filling higher posts.

93. The representative of India felt that the rate of progress in regard to the training of local personnel for the civil service was far from satisfactory. The Administering Authority should do everything possible to remedy this situation in order to ensure substantial progress before independence. He recognized that no matter how rapid the rate of "Africanization", it would be necessary to retain overseas personnel for some years to come. While the new Government would doubtless examine the grievances of the expatriate staff and provide whatever assurances were required, the overseas officers should appreciate the difficulties of an independent Tanganyika and not submit demands which would place an undue burden on the limited financial resources of the Territory. He suggested that the possibility of recruiting staff from Asian or African countries, as also the possibility of obtaining assistance through the OPEX programme, should be explored.

94. The representative of the USSR considered that the situation in the civil service was a clear proof of how in its forty years of domination in Tanganyika the Administering Authority had done everything to make the Territory dependent on the metropolitan country, to hold back its political development and to retain its own influence. The Administering Authority must urgently begin the Africanization of the civil service in Tanganyika. Indigenous inhabitants must be advanced to responsible posts rapidly. Even if they did not have higher education, they knew and understood the interests and needs of their country, the local circumstances and situation, better than foreign officials. On the other hand, in the short period remaining before the attainment of independence by Tanganyika, every effort should be made to develop secondary and higher education and the vocational and technical training of the indigenous inhabitants. An important part could be played in this regard by the specialized agencies of the United Nations. However, the fundamental material and technical help must be given to the Territory by the Administering Authority.

95. The representative of the Administering Authority assured the Council that the Administering Authority was just as anxious as the Ministers and political leaders in Tanganyika to see an increase in the rate of appointment of local officers. The Administering Authority would do all in its power to assist this increase and would welcome any help from the United Nations or international sources. Both the Administering Authority and Mr. Nyerere attached very great importance to meeting the legitimate difficulties of overseas officers

and the recently appointed salaries commission would start its work in the very near future. In Tanganyika, the commission would study first the immediate difficulties of overseas officers and then the longer-term problems involved.

#### EAST AFRICA INTER-TERRITORIAL ORGANIZATION

96. The representative of the Union of Soviet Socialist Republics thought that the decision by the Administering Authority to continue the existence of the Central Legislative Assembly of the East Africa High Commission for another three years was totally unjustified since it was contrary to the decision of the Legislation Council of Tanganyika to extend the life of this Assembly only for two years. The Trusteeship Council should recommend that the Administering Authority urgently review all the activities of the East Africa High Commission, which, as was clear from the discussions in the Legislative Council of Tanganyika, is a brake on the development of the Trust Territory. Accordingly, the commission set up to study the activities of the East Africa Commission must include representatives of the indigenous inhabitants of the Trust Territory. The achievement of independence by Tanganyika should not be delayed or made to depend on its membership in the East Africa Commission. This so-called administrative union must be abolished to ensure the immediate implementation of the demands of the political parties of Tanganyika for the immediate granting of independence.

### III. ECONOMIC ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### GENERAL ECONOMIC CONDITIONS AND POLICY

97. The general structure of Tanganyika's economy has been described in the Council's previous report.<sup>5</sup> Briefly, the economy is based on the production of agricultural and live-stock products for export. The principal export products are sisal, cotton, coffee, oil-seeds, nuts, hides and skins. Mineral production ranks as the fourth most important export in terms of value, the most valuable mineral produced being diamonds, although a variety of other minerals are also mined.

98. According to both the Administering Authority and the Visiting Mission, the total economy has been expanding fairly rapidly in recent years. The gross domestic product has increased by approximately 25 per cent since 1954, while the volume of exports has risen at an annual average rate of 6 per cent. The Visiting Mission pointed out, however, that the economy is still in the early stages of development, as indicated by the fact that roughly 40 per cent of the gross domestic product is attributable to subsistence activities, mainly the production of food crops. The Mission stressed the Territory's need for a substantial capital investment particularly for the improvement of communications, the provision of water supplies and the development of agriculture, if the rate of expansion is to be maintained. The Administering Authority stated that a new and integrated development plan would be prepared in the light of the recommendations resulting from a survey

<sup>5</sup> See *Official Records of the General Assembly, Thirteenth Session, Supplement No. 4 (A/3822)*, volume II, chapter I, paras. 99-106.



undertaken by a special mission of the International Bank for Reconstruction and Development, the report of which is expected in 1960. A Development Committee of Ministers, including all the elected Ministers, would be set up to frame the plan.

99. The Visiting Mission said that one of the main problems facing Tanganyika was the problem of maintaining essential public expenditures after the Territory's emergence from trusteeship. At present, the Mission pointed out, the Government is heavily dependent upon external financial assistance both for developing the basic infrastructure of the economy and for carrying out development programmes in other fields such as education and health. This assistance is now being provided by the United Kingdom in the light of its responsibility as Administering Authority but, the Mission said, the question arises as to what arrangements will be appropriate after the termination of the trusteeship. The Mission pointed out that the rate of future progress in Tanganyika would depend largely on the amount of external technical and financial assistance which could be rendered to it. In the Mission's opinion, this was an obligation which the international community and international organization could not ignore.

100. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council notes with satisfaction the general expansion of the economy and the trend towards greater economic diversification. It nevertheless shares the concern of the Visiting Mission regarding the financial and economic problems facing the Territory upon its emergence from trusteeship and stresses the need to ensure that economic development should not lag behind the rapid progress being accomplished in the political field. Recalling its previous recommendation concerning the need for an integrated plan of economic development, the Council notes with satisfaction the establishment of a committee within the Council of Ministers which will prepare without delay a three-year development plan in the light of the recommendations contained in the report of the special mission of the International Bank for Reconstruction and Development. The Council, deeply conscious of the Territory's need for outside assistance, welcomes the statement of the Administering Authority that the United Kingdom Government will be anxious to do everything in its power, within the resources available, to help to carry forward the development of the Territory after independence if that is the desire of Tanganyika. It trusts that the Administering Authority, in consultation with the Government of Tanganyika, will examine all possibilities of obtaining additional financial and technical assistance from international sources.*

#### AGRICULTURE AND ANIMAL HUSBANDRY

101. Agricultural and live-stock products are the main source of Tanganyika's wealth, accounting in 1958 for nearly 54 per cent of the gross domestic product. Little more than one-third of this enters into the monetary economy, however, for over large areas of the Territory cultivation is mainly confined to growing food crops for subsistence and live-stock are kept less as a source of revenue and more as a traditional sign of wealth. The production of export crops has nevertheless increased substantially in recent years. For example, between 1950 and 1959 the output of sisal increased from 121,600 tons to 205,273 tons, cotton increased from 8,900 tons to 35,607 tons and coffee

production rose from 13,700 tons to 22,400 tons. Less important cash crops, including oilseeds and nuts, pyrethrum, tobacco and tea, showed similar increases.

102. The Visiting Mission observed that one of the encouraging features of this growth was that much of it was attributable to African farmers whose output in 1959 accounted for about 60 per cent of the value of all agricultural exports. The Mission was impressed by the important contribution to economic development being made by the Tanganyika Agricultural Corporation and it hoped that arrangements would be found to provide it with continuing financial assistance after 1962 when present subsidies from the Colonial Development and Welfare Fund are due to terminate. It particularly commended the African tenant farming and "master growers" schemes operated by the Tanganyika Agricultural Corporation, the East Africa Tobacco Company and some private European planters. It felt that projects of this nature, in which African peasant farming was centred around and supervised from a central farm or commercial undertaking offered great possibilities in Tanganyika both for crop cultivation and cattle ranching.

103. The Trusteeship Council has in the past been concerned to see not only the rapid expansion of export crops but also the elimination of the Territory's dependence upon imports for certain essential foodstuffs. The Administering Authority reported in 1959 that Tanganyika was substantially dependent upon imports for only two foodstuffs, sugar and wheat. Sugar production increased from 18,400 tons in 1957 to 27,000 tons in 1959, and in mid-1960 it was announced that a new sugar company had been established with a capital of £3,250,000 to undertake large-scale development in the Kilombero Valley. It was anticipated that by 1964 the Territory would not only be relieved of its dependence upon imports of sugar but would have an exportable surplus. Production of wheat increased from 3,700 tons in 1957 to an estimated 6,900 tons in 1959.

104. The Visiting Mission stated that, although the present rate of agricultural expansion was satisfactory, it had been accomplished mainly by extending the area under cultivation rather than by increasing productivity. As the supply of good farming land was becoming less and more costly to develop, future emphasis must be on increased yields and the replacement of shifting by static cultivation. The Mission noted that in many areas the productivity of African peasant farming was very low and in the past there had been a good deal of resistance to the extension services provided by Government. This resistance seemed however to be disappearing owing to the changed political atmosphere and the emphasis placed by TANU upon the need for a national drive to promote economic development. The Mission felt that there was need for an increase in extension work, which so far had been restricted by lack of funds. It suggested that efforts should be made to increase the number of African agricultural assistants being trained at the Natural Resources School, and that serious consideration should be given to a concerted programme of community development.

105. The Mission noted that it had received complaints that the loan credit available to Africans from Government sources for agricultural development was insufficient and that the conditions upon which loans

were granted, including the period allowed for repayment, were too rigorous. On the other hand, it noted that in a high proportion of cases loans from the Local Development Loan Fund and the African Productivity Loan Fund either had not been repaid or were overdue. Furthermore, it was informed that these funds had not been fully used as it had been difficult to find suitable loan prospects. The Mission suggested that the solution to these problems might be in more decentralized administration of the two government loan funds and in increasing the credit facilities furnished by co-operatives. It noted that consideration was being given in the Territory to the possibilities of making long-term government loans available to African farmers and of establishing a central co-operative bank.

106. At its twenty-sixth session, the Council adopted the following recommendation:

*The Council considers that as a means of ensuring the optimum use of the available land resources, the Administering Authority should give special attention to the preparation of a comprehensive soil survey of the Territory.*

#### LAND

107. Although no precise information is available on the total area of land in Tanganyika suitable for cultivation or grazing, it is considered that there is no immediate land shortage in the Territory. Much of the undeveloped land is in districts which are underpopulated or lacking in communications, however, and in certain parts of the Territory, notably the fertile highland areas, there is increasing pressure on the land. Nevertheless, in the opinion of the Visiting Mission, the fundamental problem in Tanganyika is not so much shortage of land as the general low level of productivity. The Mission pointed out that by far the greater part of the land in occupation is either used for the maintenance of uneconomic herds of live-stock or for subsistence farming by methods which are wasteful and destructive of soil fertility. It considered that more productive use of the land was essential if the Territory was to advance economically and if African standards of living were to continue to improve.

108. The Mission noted that the generally low level of African productivity had in the past been the chief explanation for the cumulative increase in land alienation which has frequently been criticised by the Trusteeship Council. As at 31 December 1959, the total amount of land alienated to individuals and companies was 3,173,078 acres, or roughly 1.6 per cent of the total land area. Of this, 487,651 acres were covered by freehold rights granted mainly at the time of the German administration, 2,554,864 acres were held under long-term leases (for periods up to ninety-nine years) which is the only form of alienation at present permitted by territorial law, and 130,563 acres were covered by mining leases. During 1959, the Administering Authority continued to pursue the policy of caution in regard to land alienation, which was noted by the Council at its twenty-third session, and the net increase in alienated holdings was only 19,886 acres, the lowest recorded under trusteeship.

109. The Mission reported that, as a result of the substantial reduction in the rate of alienation and also of the changed political conditions in the Territory, which had brought about a relaxation of inter-racial

tensions and a broader realization of the Territory's development needs, local resentment against land alienation seemed to have greatly diminished. Contrary to the experience of previous visiting missions, it heard few complaints concerning land alienation. On the other hand, it noted that many settlers entertained fears regarding their future security of tenure after independence. It was assured by the President of TANU however that these fears were groundless, and that there was no intention of revoking titles to land held by individual settlers after independence.

110. The Mission stated that the whole question of land tenure remained one of the most delicate problems in the Territory and it would be wrong to suppose that it related only to land alienation. Disputes between tribal groups and individual Africans were no less common and were indicative of the feelings of insecurity created by the growing conflict between traditional concepts of tribal land ownership embodied in customary systems of tenure and the requirements of a modern cash economy. Over most of the Territory African land is controlled not by the occupier but by traditional lineage heads or tribal authorities who allocated it for use by individual members of their groups regardless of economic considerations. Under such circumstances, the Mission pointed out, there could be little mobility in the transfer and disposition of land which would ensure its most productive use and, as population grows, there must sooner or later arise a tendency towards fragmentation of holdings. Even more important, was the fact that customary tenure tended to perpetuate subsistence farming on small plots and to inhibit the process of integration and specialization which was necessary to achieve increased output and the application of improved methods of cultivation.

111. The need according to the Mission was, on the one hand, for greater security of tenure and, on the other, for greater mobility of transfer which, by the economic process, would result in more effective land use. This need has, in the past, been emphasized by many experts, including the East African Royal Commission on land and population, whose recommendations formed the basis for proposals which the Government of Tanganyika submitted to the Legislative Council in 1958. These proposals envisaged the adoption of a policy which would encourage and facilitate the conversion of customary titles into a modified form of freehold in appropriate rural areas where land is already held in stable individual holdings and where there is a general desire for change. Owing to the complexity of the problem and the Legislative Council's preoccupation with other important matters, the proposals were not discussed and were held in abeyance until after the introduction of responsible government in 1960. The Visiting Mission commented that this postponement was probably the wisest course, since any policy finally decided upon must have wide popular support. It considered however that a solution to the problem of land tenure must be found if the economy were to develop satisfactorily and it hoped that the new Government would give the matter the priority attention which it deserved.

112. Referring to specific land problems, the Mission reported that it had received representations from the Chief and elders of the Masai, a tribe of nomadic pastoralists who occupy a large area of steppe in the Northern Province contiguous with the thickly popu-

lated Arusha District and the border of Kenya (where many Masai also live). Speaking on behalf of the tribe, they had expressed profound fear at the possibility of encroachment by agriculturists from the densely populated neighbouring Arusha and Meru districts, believing that the effect would be to destroy the fertility of the steppe and disrupt their pastoral economy. They had pointed out that under the existing delimitation of political constituencies the Masai would have no separate voice in the Legislative Council and they feared that a government composed mainly of representatives of agricultural areas would be unable to withstand the demands of land-hungry people. They had even suggested as a last resort that consideration should be given to the possibility of establishing a separate trust territory to include Masailand and the adjacent Masai area in Kenya.

113. The Mission observed that these fears arose partly from mistrust engendered by historical rivalries and partly from the strong attachment of the Masai to their traditional way of life which was still based largely on a subsistence economy. It felt that the solution of their problem lay partly in a guarantee of their land rights and partly in a concerted effort by the Masai themselves to develop their land as an economic asset, thereby forestalling pressure from outside. The Mission considered that the Government should give urgent attention to this problem and should do everything possible to assist the Masai in this task.

114. The Mission, like its predecessors, also found continuing dissatisfaction among the Meru arising from the alienation of the farms at Ngare Nanguki, a case which has been fully discussed in past reports of the Council. While recognizing that the Meru will continue to entertain a residual sense of grievance so long as this problem remains unsettled, the Mission reported that there had been a remarkable change in the spirit of the tribe over the last few years. The sense of frustration that had followed the events of 1951 had completely disappeared and the Meru had become one of the most progressive tribes in the Territory. They had developed with energy the expansion areas made available to them and they now had a rapidly expanding coffee crop marketed through their own co-operative. The Government had provided considerable assistance in piping water to lower-lying ground and the Meru Council was anxious to open up still further land by this method. Because of limited financial resources, however, it was in need of additional assistance from the Government.

115. At its twenty-sixth session, the Council received a report from its Committee on Rural Economic Development of the Trust Territories on land utilization and land tenure in Tanganyika.<sup>6</sup>

#### WATER SUPPLIES AND IRRIGATION

116. As the Council has previously noted, attention has been turned increasingly in recent years to the development of the water resources of the Territory as a means of expanding agriculture and live-stock production.

117. A major portion of capital expenditure by the central Government has been devoted in the past to small-scale projects involving the construction of

earth dams, boreholes and piped water supplies for local communities and live-stock. In many instances these have been combined with small irrigation and fishery projects. Increasing attention is being given however to larger irrigation schemes and, as the Council has previously reported, the possibilities of major irrigation projects in the Rufiji, Pangani and Ruvu river basins have been under active investigation with the aid of experts furnished by the Food and Agriculture Organization of the United Nations. (FAO). The most important of these reconnaissance surveys has been that of the Rufiji basin which covers roughly one-fifth of the Territory, or an area of 68,500 square miles. Although the results of the survey will not be published until September 1960, the Visiting Mission reported that the studies indicate very substantial possibilities for combined irrigation and flood control as well as for the provision of hydro-electric power. These possibilities include the development by irrigation of about 200,000 acres in the Bohoro Flats of the Mbeya District and about 500,000 to 750,000 acres in the Kilombero Valley. The Mission reported that there is a possibility of piecemeal development and that, following the preliminary reconnaissance survey which had just been completed, consideration was being given to determine which project should have priority. The Mission commended the initiation in 1958 of a trial irrigation scheme at Mbarali in the Bohoro Flats. Here an area of 5,000 acres was set aside for experimental development under the supervision of the Tanganyika Agriculture Corporation. At the time of the Mission's visit some 300 acres had been prepared for planting.

118. The Mission said that the results of their reconnaissance surveys clearly illustrated the Territory's need for more basic data on its natural resources. The hydrological and soil studies undertaken with the aid of FAO experts had revealed extensive potential for development, but much still remained to be done before this potential could be fully exploited. With the withdrawal of the FAO experts there was a need to increase the hydrological survey work undertaken by the Government in order to maintain the rate of progress, but the staff available for this was limited by lack of funds. The Mission believed that this was a field in which possibilities of further international assistance, both technical and financial, should be explored without undue delay.

#### MINING

119. Apart from agricultural products, minerals are at present the Territory's only other major source of wealth. The value of mineral production has steadily increased from £2 million in 1951 to about £7.1 million in 1959. In terms of value, the most important minerals produced are diamonds, gold and silver, lead-copper concentrates, mica, salt, tin, gypsum and building materials. Other known mineral resources, some of which are mined, although to a lesser extent, are coal and iron, niobium (pyrochlore), garnet, graphite, kaolin, lime, magnesite and meerschaum. In 1957, extensive phosphate deposits were discovered near Lake Manyara in the Northern Province but the exploitation of these reserves will be determined by transportation costs.

120. Apart from the work of the Geological Survey Department, mineral exploration on a large scale is

<sup>6</sup> Ninth Report of the Committee on Rural Economic Development of the Trust Territories (T/1544).



being undertaken by three commercial companies, one of which is seeking oil on the coast while the second, Williamson Diamonds Ltd., is exploring for diamonds only. The third commercial undertaking, the Western Rift Exploration Company, is carrying out a general geological exploration over a 34,000 square mile area in the Western and Southern Highlands Provinces. The Administering Authority, in response to a request for information by the Council, reported that, of the total area under mining titles, indigenous persons held 58.29 per cent in 1959 (compared with 0.9 per cent in 1955), Asians 3.21 per cent and Europeans 38.50 per cent. It was estimated that all of the copper, approximately 90 per cent of the mica and lime, and substantial amounts of gold, silver, tin and building materials were produced by Africans. The Tanganyika Government had also instituted short training courses in prospecting for local persons.

121. The Visiting Mission observed that the development of the Territory's mineral wealth offered one of the best means of attracting overseas private capital. However, to encourage overseas investors it was essential to provide basic data in the form of geological maps and mineral surveys to indicate and delimit areas warranting detailed investigation. The preparation of this data is being carried out by the Geological Survey Department, but, according to the Mission, this work has been hampered by lack of funds, and until recently it had been estimated that at the existing rate of progress, it would take from thirty-five to forty years to complete the task even to minimum standards. The Mission reported with satisfaction that financial provision had been made in 1960 to enable the geological mapping programme to be speeded up to a rate at which it might be possible to complete this phase of the work in five years. Funds were needed however to hasten the second phase, namely the survey of areas revealed by the maps as having potential interest. The Mission was informed that to complete this work within the same five-year period would cost an additional £353,000 which the Government could not at present furnish out of its own budget. In view of the great importance of the mineral survey for the development of the Territory, the Mission felt that everything possible should be done to find the necessary funds and that international or other external assistance should be sought for this purpose.

122. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council shares the view of the Visiting Mission that the development of the Territory's mineral wealth offers one of the best methods of attracting foreign capital, but that capital is not likely to be attracted unless it can be given some indication that there is a reasonable possibility of an economic return. In this connexion, the Council notes that financial provision is being made to enable the geological mapping programme for the Territory to be speeded up to a rate at which it may be possible to complete the work in five years but that lack of local resources will not enable the necessary detailed mineral surveys of potential areas revealed in the mapping to be carried out. The Council, endorsing the view of the Visiting Mission that everything possible should be done to find the necessary funds for this important task, notes that consideration is being given to submitting an application for assistance for this purpose to the United Nations Special Fund and expresses the hope that as-*

*sistance from this and other international bodies will be forthcoming.*

#### TRADE, COMMERCE AND INDUSTRY

123. Although commercial activities in Tanganyika are still largely in the hands of Europeans and Asians, the Administering Authority has reported that there is steadily increasing African participation not only in the marketing of primary produce but also in commerce. In response to a recommendation by the Trusteeship Council at its twenty-third session aimed at encouraging Africans to assume a more prominent role in trade and commerce, the Administering Authority stated that loans for this purpose were furnished by the Territorial Government and training courses for African shopkeepers and entrepreneurs would be started in 1960. The difficulty in attracting new African entrants into this field of activity lay in the fact that the output of the higher academic institutions was almost entirely absorbed by Government and private enterprise. However, there was growing African interest in commerce and a number of Africans had become members of the various chambers of commerce and had been appointed as directors of several well established businesses.

124. The outstanding form of economic organization among Africans at present is the co-operative movement, the rapid growth of which has earned repeated commendations from the Trusteeship Council. Between 1954 and 1959 the number of registered societies increased from 311 to 617 with a membership of 330,000, and in the latter year the value of produce marketed by them amounted to £11.5 million representing a substantial portion of the total Territorial exports. The most rapid growth, according to the Visiting Mission, has occurred among the African cotton growers of the Lake Province, where in 1960 there were 321 primary societies affiliated to the Victoria Federation of Co-operative Unions. In 1959 the Federation began construction of four new ginneries, financed by a loan of £500,000 from the Lint and Seed Marketing Board.

125. The development of the co-operative movement has taken place so far mainly in the sphere of agricultural marketing. Consumer societies have been less successful. The Visiting Mission was informed that an expert investigation into the possibilities of consumer co-operatives was undertaken in 1959 and that the results of this inquiry were expected shortly. The Mission believed that one of the main weaknesses in co-operative organization was the absence of credit societies, except for a few confined to the Ismaili sect. On the other hand, it was interested to learn that two of the largest co-operative organizations were experimenting in this field. The Mission also commended a decision to form a central Co-operative Union of Tanganyika. It believed that the formation of such a body would further the growth of the movement, pave the way for the possible creation of a central co-operative bank and assist in attracting technical and financial assistance and investment from overseas.

126. Industrial development in Tanganyika has so far been largely restricted to the processing of primary products and, although it is government policy to encourage secondary industries, their development depends very much upon an expansion of the local markets. In recent years, however, there has been a substantial increase in the number of light industries, which is shown by the fact that the number of registered

industries and workshops increased from 1,384 at the end of 1956 to 4,543 in 1959. The most important recent innovations have been the establishment of factories for rayon textiles, knitwear, razor blades, shoes and fruit juice. The Visiting Mission reported that at the time of its visit a cigarette factory was under construction, a pilot factory for the mechanical processing of cashew was in operation and plans were in existence for two additional textile factories and a cement manufacturing plant. The Mission was informed of proposals to create a Tanganyika Development Corporation to promote industrial development and assist in attracting foreign capital to the Territory. The Mission felt that such a company would be most effective if it were not to restrict itself to manufacturing industry but were to operate over as broad a field as possible. It suggested that, if this was decided upon, the Government might consider transferring to the company a sizable part of its equity holdings in commercial enterprises and might consider the possibility of making the Tanganyika Agricultural Corporation a subsidiary of it. The Mission also emphasized the considerable possibilities for development of the tourist industry.

127. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council, recalling its recommendation adopted at its twenty-third session concerning the desirability of encouraging industrial enterprise, welcomes the proposal to establish a Tanganyika Development Company and expresses the hope that it will be successful in promoting the industrial development of the Territory.*

#### PUBLIC FINANCE; DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

128. At its twenty-third session, the Trusteeship Council noted with concern that the low level of world prices for primary products had led to a reduction in government revenues and had created a difficult budgetary situation. These difficulties continued during the early part of 1959, and total revenue for the fiscal year 1958-1959 fell short of the estimate by approximately £375,000 resulting in a deficit for the year of £115,000. During the second half of 1959, however, there was a satisfactory recovery in revenue, and the assistance from the Administering Authority, referred to in the Council's previous report, was not required.

129. According to information furnished to the Visiting Mission, the net estimates of recurrent expenditure in 1960-1961 will total £20,750,000 which, although apparently less, actually represents an increase of about £1.5 million compared with expenditure in 1959-1960. The United Kingdom Government has agreed to assume financial responsibility as from 1 July, 1960 for the East African Land Forces, Tanganyika's share of which is about £650,000. Proposed capital expenditure in 1960-1961 is approximately £6 million, of which according to the Minister of Finance about 75 per cent is expected to be furnished by the Administering Authority by free grants from the Colonial Development and Welfare Vote or in the form of Exchequer loans repayable over a period of years. The Mission reported that the Administering Authority had agreed to make available free grants totalling £6 million over the period 1960-1964. In addition, slightly more than £2 million from a previous grant remained unspent at the end of the 1959-1960 fiscal year and the United Kingdom Government had agreed to provide an Exchequer loan of £1.5 million.

130. The Visiting Mission raised in its report the question of the Tanganyikan Government's financial position if the Territory should attain independence. It pointed out that, with a relatively low national income, the possibilities of increasing revenue by higher taxation were very limited and Tanganyika would remain largely dependent upon overseas financial assistance for its development expenditure and also, to some extent, for its recurrent expenditure. The latter should, its Mission pointed out, be increased during the years before and immediately after independence.

131. The Mission considered that this situation called for special measures of external financial assistance. The Territory would need during the early years of its independence not only financial loans for specific projects but also long-term general purpose loans either at low interest rates or with a moratorium upon repayment which would place the minimum burden on the budget. The Mission observed that, as the economy was expanding at a rapid rate, it was reasonable to suppose that the Government's difficulties would be mainly transitional. It strongly suggested that ways and means of providing such assistance should be the subject of earnest and immediate study by the United Nations.

132. The Mission reported that it had raised this matter with the United Kingdom Secretary of State for the Colonies and had received the reply that there was no difficulty in principle about continuing aid to countries such as Tanganyika after they became independent, although the methods and channels by which aid would be given would be different. Territories in a dependent status received aid mainly through the Colonial Development and Welfare Acts and the Colonial Development Corporation. After independence there would be new channels including, for example, Commonwealth Assistance Loans.

133. The Mission realized, however, that the political leadership in Tanganyika was looking above all to the international community for financial and technical assistance over the next few difficult years, although it was true that existing United Nations programmes were capable of meeting Tanganyika's needs only to a very limited extent. The Mission was firmly convinced, nevertheless, that the United Nations, which had helped to accelerate the rapid and peaceful political development of Tanganyika, had a positive duty to assist to a greater extent in the economic problems associated with its independence. It was confident that both within and outside the scope of the United Nations, the need for organizing multilateral financial aid for the emerging independent countries of Africa would be increasingly realized and that Tanganyika would benefit therefrom.

134. In the meantime, the Mission reported, TANU had expressed the wish to see a United Nations office established in Tanganyika for the purpose of channelling and co-ordinating requests for United Nations technical assistance. The Mission noted that the Administering Authority had no objection in principle to this suggestion and it was confident that the request would be put forward to the United Nations.

135. At its twenty-sixth session, the Council was assured that during the remaining period of trusteeship, the Administering Authority would spare no efforts to promote the advance and development of the Territory for the benefit of its people. After independence, the arrangements for external aid to Tanganyika would be a matter for discussion between the Tanganyikan Gov-

ernment and Parliament, on the one hand, and those who were willing to grant aid, on the other. The United Kingdom Government was anxious to do everything in its power, within the resources available to it, to help the future Government of Tanganyika, if it so wished, to carry forward the economic, social and educational development of the country after independence. The Government and people of the United Kingdom would want to be on terms of the closest friendship with the people and Government of Tanganyika and the provision of aid for development would be a concrete way of demonstrating that friendship. The Administering Authority was most anxious that all possible aid should be given to Tanganyika from the United Nations, the Special Fund and the specialized agencies. It had warmly welcomed the assistance given in the past and hoped that it would continue on a steadily increasing scale. It welcomed the suggestion by Mr. Nyerere that a United Nations technical assistance representative should be stationed in Dar es Salaam.

136. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council, noting that the Territory continues to have difficulty in finding the necessary finance to meet both recurrent and development expenditure, and bearing in mind the opinion of the Visiting Mission that while this problem need not prevent the emergence of the Territory from trusteeship status, it is clearly desirable that a satisfactory solution should be found, endorses the view of the Visiting Mission that this situation calls for special measures of external assistance. It welcomes the financial and technical assistance which the Administering Authority is providing and expresses the hope that it will be possible to increase this at this stage. Furthermore, the Council shares the belief of the Visiting Mission that the United Nations has a positive duty to assist in the solution of the economic problems associated with Tanganyika's independence.*

*The Council notes the request of TANU that a United Nations office be established in the Territory to channel and co-ordinate technical assistance. It also notes that the Administering Authority welcomes this suggestion and is confident that this request will be forwarded to the United Nations.*

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

#### **GENERAL ECONOMIC CONDITIONS AND POLICY**

137. The representative of Australia recognized the importance of continuing to encourage foreign investment and he thought that the two most important points in this connexion were the preservation of the peaceful and harmonious atmosphere of good will in the Territory and of the right of companies to remit profits abroad. He was happy to note that the Visiting Mission had been impressed by the realistic appraisal of the Territory's economic problems by political leaders and by the intensive propaganda on the part of TANU to bring home to the people the need for a substantial effort to increase production.

138. The representative of Burma was confident that when the people of Tanganyika became masters of their own destiny they would, with the advice and assistance of the international community, be able to achieve more rapid progress than in the past.

139. The representative of Italy was struck by the contrast between the rapid progress in the political field

and the magnitude of the economic problems which still had to be surmounted. He considered that a really strong effort was needed to provide the Territory with a sound economic basis for independence. He believed that the outlook was hopeful in view of the Administering Authority's awareness of the problem and the willingness of TANU to consider the country's situation realistically.

140. The representative of Paraguay felt that there was an urgent need to provide means for a rapid increase in production. The economic infrastructure of the Territory should be strengthened.

141. The representative of France shared the concern of the Visiting Mission regarding the financial and economic problems facing the Territory upon its emergence from trusteeship and considered that it was to the credit of the political leaders that they were carrying out intensive propaganda in order to make the population understand the need to increase production.

142. The representative of Belgium commended the Administering Authority for the development achieved despite the Territory's lack of financial resources. He was confident that the tempo of development would be maintained and even accelerated in view of the assured co-operation of the political leaders and the dynamic policy of the Administering Authority.

143. The representative of the USSR stated that colonialism had left its mark in Africa, and Tanganyika was no exception in this respect. An almost total lack of secondary industries, a backward subsistence agricultural system, unsatisfactory transport, disordered finances with a chronic budget deficit—these were what the Administering Authority had left in Tanganyika after forty years of rule. He noted that the leaders of the political parties of the Territory very clearly understood the complications and difficulties of the task facing them. The population of Tanganyika would have to work hard to make the country independent not only politically but also economically, to develop its economy comprehensively so that it could satisfy all its needs. At the same time, on the basis of the experience of many countries including the young countries of Asia and Africa, he could with confidence say that the people of Tanganyika, once free and independent, would be able to solve those economic problems which the Administering Authority could not and did not want to solve in forty years of rule. It was gratifying to note that the political parties in Tanganyika realized that only on the basis of national effort could these complicated questions be solved.

144. The representative of the Administering Authority explained that the only reason why a comprehensive development plan had not yet been adopted was that the Government was awaiting the results of the economic survey undertaken by the International Bank for Reconstruction and Development. The committee of the Council of Ministers was preparing such a plan which would be put before the new responsible Government in October.

#### **AGRICULTURE AND ANIMAL HUSBANDRY**

145. The representative of Australia was encouraged by the recent increases in production of export crops such as cotton, coffee, oilseeds and nuts. He was gratified to note that, according to the Visiting Mission, much of this increase was attributable to Africans.

146. The representative of China stated that it was essential to create conditions for the optimum use and

exploitation of the potentials of the land. To this end, special attention should be given to (1) preparing a comprehensive soil survey; (2) better means of communication, water supply and irrigations; community efforts must be stimulated and organized for their development; (3) agricultural extension services to impart better farming methods to the people; and (4) the conversion of communal land into individual freehold tenure.

#### LAND

147. The representative of Burma was gratified to note that as a result of a substantial reduction in the rate of alienation, and also of the change of political climate in the Territory, local resentment against land alienation seemed to have greatly diminished. However, the Council had not been given an assurance that land alienation would be substantially reduced in the future. He agreed with the Visiting Mission that the proposals and the formulation of land policy should be postponed to a date when the political climate would be more favourable to a dispassionate discussion of the land reforms in the new legislature. He was concerned at the suggestion by the Masai that a separate Trust Territory should be established which would include Masai-land and the adjacent Masai area in Kenya. He considered that this matter should be thoroughly looked into and, if need be, adequate representation of the Masai in the new legislature should be assured.

148. The representative of China was gratified to learn that the fears of the indigenous population in regard to land alienation had been considerably allayed due to the cautious policy followed by the Administering Authority in recent years.

149. The representative of Bolivia considered that the problems of land tenure referred to by the Visiting Mission were incredibly and unnecessarily complex. It was indispensable to have a unified, comprehensive and clear land law which would allow equitable distribution and effective exploitation of the land. The right to dispose of land enjoyed by the Governor of Tanganyika was an exceptional privilege; its transmittal to the new Government would be very undesirable.

150. The representative of India noted that the system of customary land tenure and the nature of the subsistence economy tended to prevent the full exploitation of the Territory's resources. He had no doubt that the future Government would give these matters urgent and close attention.

151. The representative of the United Arab Republic agreed with the opinion of the Visiting Mission that it was wiser to leave the solution of land tenure problems to the new responsible Government and Legislative Council.

152. The special representative of the Administering Authority did not agree that the land laws were unduly complex. There were only three categories of land tenure: freehold, leasehold and land held under customary law and tenure. All land, except freehold, was designated as public land and it was such land that was vested in the Governor. He did not agree that it was desirable to give an assurance that there would be no further land alienation before independence as that would prevent the establishment of such projects as the Kilombero Valley sugar scheme with which Mr. Nyerere was closely associated and which had been warmly welcomed in Tanganyika. He pointed out that there was already an African elected Minister for Lands

and the Council could rest assured that no proposal for alienation of land for any purpose would be considered unless it was acceptable to the local authorities of the area concerned and to the political leaders. As regards the question of African customary tenure, he explained that Mr. Nyerere, although recognizing the need for some individual guarantee of security, was not convinced that individual freehold was the answer and was opposed to the hasty adoption of a measure which would amount to a revolutionary change. No final decision had been taken, however.

153. Regarding the anxieties expressed by the Masai, he said that representatives of the tribe had been in close consultation with Mr. Nyerere and his political associates and he was confident that their interests would be protected.

#### PUBLIC FINANCE; DEVELOPMENT OF ADEQUATE PUBLIC REVENUE; FINANCIAL AND TECHNICAL ASSISTANCE

154. The representative of Bolivia said that the unfulfilled obligations of the great colonial Powers and Administering Authorities could not be transformed into a burden to be placed upon the shoulders of international co-operation. The obligations of economic and technical assistance should be shouldered by the Administering Authority.

155. The representative of the USSR thought that what Mr. Nyerere, the leader of TANU, had said was correct: that Tanganyika could not base its plans on foreign capital investment. This, of course, did not free the Administering Authority from the responsibility of giving all forms of material and technical assistance to the Trust Territory. In his respect, he recalled the statement made by the representative of Bolivia that the fundamental responsibility in the granting of economic and technical assistance to a Trust Territory lay with the Administering Authority, and that no attempt should be made to foist this responsibility on international co-operation. He thought that it would be just for the Administering Authority to return to the Territory at least part of the funds and profits which it had received directly or through English companies, industrialists and farmers by the exploitation of the natural and human resources of the Territory. The Administering Authority was in duty bound to consider the question of granting from its own budget the additional resources needed urgently in Tanganyika. These resources should be devoted to the development of the national economy, education and health services of the people of Tanganyika. So far as concerns foreign assistance, the most important thing was that this assistance should not have any conditions attached and should not be given with the object of deriving profits from Tanganyika for foreign monopolies or for the purpose of drawing Tanganyika into military blocs. Such assistance should be given in order to promote the welfare and culture of the people of Tanganyika on the basis of equal rights and respect for Tanganyikan interests.

#### IV. SOCIAL ADVANCEMENT

##### Outline of conditions and recommendations adopted by the Trusteeship Council

##### LABOUR CONDITIONS AND ORGANIZATION

156. The great majority of the people of Tanganyika are peasant farmers who cultivate their own land.

Less than 5 per cent of Africans are wage-earners. Excluding an estimated 40,000 domestic servants, the total number of Africans in paid employment during 1959 was 409,742, of whom more than half (220,199) were engaged in agriculture and related activities, while the second largest group (94,350) was comprised of public service employees. Mining, manufacturing, construction and commerce together accounted for only 40,555 workers. A relatively high proportion of the labour force consists of seasonal migrant workers who seek employment during certain periods of the year in order to supplement the proceeds of their own peasant farming.

157. The most noticeable development in recent years has been the rapid growth of a trade union movement, which in 1959 had an estimated membership of approximately 47,000 grouped into thirty-five unions with 420 registered branches. There has also been an increase in the number of industrial disputes, often local in character and contrary to the express policy and intentions of the higher trade union officials; these disputes reached a peak in 1959, when there were a total of 205 disputes involving 82,878 workers and resulting in a loss of 402,693 man-days. A high proportion of these disputes (eighty-eight disputes involving over 56,000 workers) occurred in the sisal industry, where labour organizations and the machinery for joint consultations were still in a formative stage. In 1959, a detailed investigation into industrial relations in the industry was completed, resulting in the reorganization of the consultative arrangements. Subsequently, an agreement was negotiated, which came into effect on 1 April 1960, providing for changes in the wages structure which involved increases in wages and tasks.

158. Together with the growth of trade union activity there has been a substantial development of the machinery of joint consultation. By the end of 1959, a total of 248 joint consultative committees had been established (an increase of sixty over the preceding year) and it was estimated that approximately 220,000 workers were represented thereon. Reference has already been made to the sisal industry where, at the end of 1959, there were thirty-six estate committees, with area and regional councils and a Central Joint Council. Similar joint councils were established by agreement during 1959 for the tea industry and for dock labour at the ports of Tanga and Dar es Salaam. Earlier in 1958, a Territorial Labour Advisory Board was created, consisting of public officials and equal numbers of employer and worker representatives.

159. At its twenty-third session, the Trusteeship Council had welcomed the growth of the trade union movement and the development of joint consultative committees. It had noted, however, that a large number of strikes had occurred against the wishes of the unions and contrary to union policy. In this respect, the Visiting Mission reported that the establishment of local branches of trade unions had proceeded so rapidly that it had been necessary for the unions to appoint a large number of local officials many of whom had no previous training or experience in trade union procedure. Thus, although officials at the national level seemed to the Mission to show a high degree of competency, the same was not always true at the local branch level. The Mission stated that union leaders were very conscious of the need to train local officials but, while on the one hand they did not wish to utilize the training facilities furnished by the Government, believing that training should be provided by the unions themselves, on the

other hand they did not possess the necessary resources to cope with the increased demand. The Mission noted that the trade union movement had already benefited greatly from the advice and assistance rendered by the British Trade Union Congress and the International Confederation of Free Trade Unions (ICFTU) and that the latter had established a training centre for senior union leaders at Kampala in Uganda, from which fifteen Tanganyikans had already graduated, and had also helped the Tanganyika Federation of Labour to organize training courses in the Territory. It considered, however, that further assistance in the training of branch officials was unquestionably needed and believed that this could best come through an expansion of the assistance being rendered by the ICFTU. The Mission also suggested the possibility of a training programme organized with technical assistance by the International Labour Organisation.

160. At its twenty-third session, the Council had expressed interest in two investigations by experts which were being carried out in the labour field. The first was an inquiry into the terms and conditions of dock-workers in the ports of Tanganyika. This inquiry was completed in 1959 and led, among other things, to the complete decasualization of dock labour at the Tanga and Dar es Salaam ports which, since October 1959, have been entirely operated by a labour force engaged on monthly terms. The Visiting Mission also reported that the minimum wage of dock-workers had been increased to 200 shillings per month.

161. The second inquiry concerned methods of determining wages in general. In this connexion, the Trusteeship Council had recommended that, subject to the results of this and the preceding inquiry, the Administering Authority should take appropriate measures to extend minimum wage legislation to all wage-earners in the Territory. Provision for the establishment of minimum wages boards was contained in an ordinance passed in 1951 but so far only one such board has been created, for Dar es Salaam. This is the only area in which a statutory minimum wage applicable to workers in all occupations is in force, although minimum wages have been established in certain industries and occupations and the wages of government workers are fixed by provincial committees, which have been set up in all except one province. The inquiry, which was undertaken by Dr. D. T. Jack, Professor of Economics at Durham University, followed upon demands by trade unions for the establishment of a standard Territorial minimum wage. According to the Visiting Mission, Dr. Jack opposed the setting up of a single minimum wage for the whole Territory on the grounds that conditions varied substantially in different areas. He recommended instead that, in principle, legal minimum wages should be fixed for different areas and that Provincial Minimum Wages Boards should be established. Those industries in which satisfactory joint wage fixing machinery already existed should, however, be excluded from the scope of these Boards. The Mission was told that this report, together with the views on it of the Labour Advisory Board, were being studied by the Tanganyika Government.

162. The Trusteeship Council has, in the past, been concerned with the desirability of increasing the earning power of unskilled workers. The Visiting Mission likewise observed that one of the greatest problems confronting industry was the need to increase the earning and productive capacity of unskilled labour. It noted that, although there had been substantial increases in



some areas, the average level of wages for unskilled work remained extremely low and that in 1959 nearly 57 per cent of African workers earned less than 60 shillings per month exclusive of food and housing which was often provided. The Mission urged that continuing attention should be given to this problem. It recognized, however, that any substantial increase in the general level of wages for unskilled labour must come partly from increased productivity and better labour utilization, the achievement of which was made difficult by the absence of a permanent and stable labour force.

163. The information available to the Council indicates that in certain cases there have been noteworthy increases in wage rates. The Visiting Mission reported that in the sisal and tea industries, agreements had been reached in 1960 which resulted in sizable increases in pay at all levels. In the case of dock-workers, an agreement had been concluded providing for a minimum monthly wage of 200 shillings (compared with a pay range of 118 to 163 shillings in 1957) while the minimum wage for unskilled government employees had been increased from 79.50 shillings to 107.50 shillings per month. The Mission reported that, in representations made to it, the Government Workers Union had asked that the wage should be further increased to 150 shillings per month and that the same rate should also be paid to casual day labourers. Government officials told the Mission, however, that the existing wage was substantially higher than the wages paid by private firms and that the Territorial budget could not bear the cost of the further increase which the Union requested.

164. The Administering Authority reported that in 1959 two draft amendments to the Employment Ordinance were prepared for submission to the Legislative Council. These were designed to secure compliance with the provisions of International Labour Convention No. 98 (Right to Organize and Collective Bargaining) and No. 105 (Abolition of Forced Labour).

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

*The Council, noting that with the rapid growth of the trade union movement in recent years it has been necessary to appoint many junior trade union officials who are untrained and inexperienced in trade union procedures, hopes that it will be possible through appropriate training programmes to improve the competence of such officials at the local branch level, and suggests that the Administering Authority consider the possibility of obtaining assistance from the International Labour Organisation in this respect.*

*The Council, noting that minimum wages have been established by collective agreement in certain industries and occupations and by statute in one urban area for workers in all occupations, recommends that the Administering Authority consider establishing a statutory minimum wage or wages in all urban areas.*

#### MEDICAL AND HEALTH SERVICES

166. As the Trusteeship Council has previously reported, the Territory's medical services are being developed within a plan approved in 1956. The ultimate targets of the plan envisage, among other things, the expansion of government hospital facilities to provide one government hospital in each district and one hospital bed per thousand of the population. The plan also gives particular emphasis to the development of preventive medical services, especially the establish-

ment of rural health centres. Implementation of this plan depends, however, on the availability of financial resources.

167. The rate at which medical facilities have expanded can be gauged by comparing the facilities existing at the end of 1959 with those in 1957. As at 31 December 1959, the in-patient accommodation in government hospitals and dispensaries totalled 6,529 beds compared with 6,137 at the end of 1957. Accommodation in grant-aided institutions run by religious missions increased from 5,881 beds to 7,079, and accommodation in hospitals or clinics run by industrial concerns increased from 807 beds to 947. At the end of 1959, out-patient treatment was available at 1,059 clinics or dispensaries (including six maintained by the Government, 663 by Native Authorities, 130 by religious missions and 260 by industrial concerns). This represents an increase of 78 since 1957. During the same period, there was a substantial increase in the number of ante-natal clinics (from 246 to 337) and child health clinics (from 188 to 285). Major developments since 1957 included the completion of the new general hospital (Princess Margaret Hospital) at Dar es Salaam, which was opened early in 1960. This hospital has 438 beds and has associated with it a training centre for medical personnel and a health education unit. Elsewhere, new hospitals were completed at Maswa, Sumbawanga and Chazi, a leprosarium and a new out-patient department were opened at Moshi, and improvements and extensions were carried out at Tarimbe, Mirembe, Mbeya and Iringa. In the field of preventive medicine, fourteen rural health clinics were opened during the two-year period.

168. According to information supplied to the Visiting Mission, the expansion of government medical facilities has been handicapped by lack of funds. The Territorial budget estimates for 1959-1960 included a provision of £1,943,632 for the public health services maintained by the Medical Department, plus £253,659 for capital expenditure and £130,000 for grants-in-aid to missions. Total expenditure on health services, including those furnished by local authorities was £2.7 million in 1956-1957, £2.5 million in 1957-1958 and £2.9 million in 1958-1959. Within this total, expenditure by the central Government increased progressively from approximately £2 million to nearly £2.2 million. However, in a memorandum presented to the Visiting Mission, the Minister of Health stated that the funds available to the Government could not go more than part of the way towards achieving the expansion in medical facilities envisaged in the development plan. The Minister pointed out that the proportion of the national budget devoted to health services was already substantial (approximately 9 per cent) and there was clearly a limit to the additional recurrent commitments which could be accepted unless there were a material expansion of the Territory's economy. The Minister stated that financial difficulties were also being experienced by Native Authorities. In the field of preventive medicine, the development plan had envisaged the establishment by 1960 of forty rural health centres to be financed by local authorities, but owing to lack of financial resources it had been possible to establish only fourteen. As noted by the Trusteeship Council at its twenty-third session, a measure of assistance, in the form of equipment, is being furnished by the United Nations Children's Fund, but the Minister pointed out that, in addition, some form of financial assistance to local authorities was necessary and it was doubtful

whether the full degree of assistance could be forthcoming from central Government resources.

169. The Trusteeship Council has repeatedly stressed the need for further efforts to train qualified African medical and health personnel. During 1958 and 1959, six Africans completed medical training at the University College of East Africa at Makerere, bringing the total of African doctors to fourteen out of a total of 173 medically qualified personnel in the Health Department. The number of African students at Makerere increased from nineteen in 1957 to twenty-nine. Even with this increase, however, the Minister of Health informed the Visiting Mission, the output of African medical graduates was not sufficient to meet the demands of existing institutions. He explained that the immediate problem was to increase the number of students educated up to the level of entry to Makerere but an increase in the financial provision for training was also required. He said that it was doubtful whether it was within the capacity of Tanganyika to accept such additional financial commitments, even were the number of potential trainees made available.

170. With regard to para-medical personnel, data contained in the annual reports show that the number of medical assistants in the Territory increased from 207 in 1957 to 224 in 1959, while the number of nurses and midwives increased from 776 to 1,000 and other technical categories (including pharmacists, radiographers and laboratory assistants) increased from 110 to 158. The Minister of Health informed the Visiting Mission that, with the establishment in 1959 of the new Princess Margaret Training Centre at Dar es Salaam, local facilities for training para-medical personnel appeared to be adequate and could meet the Territory's needs provided sufficient numbers of persons with the requisite basic educational standards were available. He stated that in the case of nurses, emphasis would henceforth be placed on quality rather than quantity and the educational requirements for entry would be raised so that nursing personnel could be trained to fill the higher posts in the nursing service. The same policy would apply to other categories of technical personnel, and in-service training had already been started for certain categories to fit officers in these categories for promotion to posts at present occupied by overseas officers.

171. The Minister informed the Mission that he was most interested to obtain international assistance for the Territory, especially in the field of preventive medicine, which the Trusteeship Council has in the past regarded as particularly important. The Minister referred not only to the need for financial assistance for the construction and recurrent costs of rural health centres but also to the basic need for the extension of health education in all its aspects. He suggested that the World Health Organization might be able to assist by subsidizing the development of training facilities for health education staff, based on the new Health Education Unit at Dar es Salaam, and also perhaps by helping in setting up a health education service throughout the Territory.

172. At its twenty-third session, the Trusteeship Council had commended to the attention of the Administering Authority a recommendation by WHO for the establishment of a pilot demonstration area in which all types of public health services would be integrated. The Administering Authority stated in its annual report for 1959 that the establishment of such a pilot demonstration area in the Moshi district was receiving detailed consideration and that a pilot health education

scheme in the same district had been started in 1958 and continued during the following year.

173. The Visiting Mission was informed that there was need and opportunity for international assistance in the control of tuberculosis which was one of the Territory's most pressing public health problems and showed evidence of increasing incidence in many parts of the Territory. Between 1955 and the end of 1959, the number of beds available specifically for the treatment of tuberculosis cases increased from 369 to 1,127, the latter figure including a 104-bed hospital in the Mbeya District which was completed during 1959. In addition, 70,380 school children in the Northern Province received BCG vaccination, and arrangements were made to have the school population of the Masasi District of the Southern Province similarly treated. The Minister said that there was an undoubted need for the use of BCG vaccination on a much wider scale and in this WHO could no doubt give considerable assistance.

174. The Minister also referred to the need for additional external assistance in the control of bilharzia and malaria, the carrying out of a survey of eye diseases (including trachoma), and in the provision of nutritional supplements for school children. While these were among the more obvious needs of the Territory, he suggested that a more fundamental approach could be made if an investigation of health conditions in Tanganyika could be carried out by WHO which could then determine what were the most appropriate forms of international assistance to the Territory.

175. At its twenty-sixth session, the Council adopted the following conclusions and recommendation:

*The Council notes with satisfaction that preventive measures are taking an increasingly important place in the control of communicable diseases through the extension of immunization campaigns against certain diseases and the emphasis being laid on health education, but in view of the magnitude of the task, it feels that efforts aimed at the control of communicable disease need to be intensified.*

*The Council notes the need and the desire of the Territory for international assistance in the field of public health, and is gratified to learn that the World Health Organization will be happy to discuss these needs with health authorities, particularly the need for an investigation of health conditions, and to give whatever assistance is possible within its budgetary limitations. In this connexion the Council notes that, as an immediate step, WHO considers that it would be desirable to carry out a carefully planned health survey and that it was willing to discuss the possibility of undertaking a survey of this nature.*

*The Council notes that one of the major problems in the field of public health is the provision of training facilities sufficient to meet the health needs of the Territory and that, in order to do so, additional funds for training will be required, as well as sufficient numbers of qualified Africans. It is confident that Territorial authorities will explore every possibility to promote increased training.*

*The Council notes the observations of the World Health Organization (T/1541) and commends them to the attention of the Administering Authority.*

#### SOCIAL DEVELOPMENT

176. The Visiting Mission, referring to the important development needs of the Territory in the eco-

conomic, health and educational fields, expressed the opinion that one way of achieving the most effective results with limited funds was through the stimulation of local measures of self-help. The Mission recommended that strong efforts should be made to channel existing political enthusiasms into support for a concerted and dynamic programme of community development. To facilitate this, it suggested that consideration might be given to a reorganization of administrative responsibilities within the various government departments which would bring all community development programmes under a single central control.

177. The Mission observed that the only department primarily concerned with community development was the Department of Social Development, which had extremely limited funds at its disposal. The Department had nevertheless done much to stimulate local self-help at the village level, was carrying out an adult literacy campaign in the Singida District of the Central Province in which 12,000 people were enrolled and had organized 338 women's clubs in fifty-one districts with aid from UNICEF in the form of free equipment. The Mission considered that there was a very definite need to increase this work. It placed particular importance upon the formation of women's clubs. Referring to the existence of large numbers of unfilled school places and to reports of malnutrition among children due to faulty feeding, it expressed a conviction that more extensive efforts should be made to break down conservatism among women and stimulate their interest in welfare and local development projects. It was encouraged to note that the organization of women's clubs had been received with enthusiasm in some parts of the Territory and it hoped that more funds would be made available to extend this work which, it believed, should form an essential part of any over-all programme of community development.

178. At its twenty-sixth session, the Council adopted the following conclusions and recommendation:

*The Council commends the efforts so far made in the field of social development, but considers that further efforts should be made to stimulate a more dynamic programme of community development in the Territory, and hopes the United Nations Educational, Scientific and Cultural Organization, the United Nations Children's Fund and other appropriate international organizations will assist in promoting this programme. It notes that women's clubs are being received with enthusiasm in some parts of the Territory and considering that their work should form an essential part of any over-all programme of community development, hopes that every effort will be made to extend and encourage their activities.*

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

#### **LABOUR CONDITIONS AND ORGANIZATION**

179. The representative of Burma hoped that the Administering Authority would take vigorous and bold steps to lay a sound and solid foundation of cordial and close co-operation between labour and capital. He believed that wage scales should be revised immediately to conform to the increased cost of living and to ensure a corresponding increase in productivity.

180. The representative of China hoped that the leadership of the organized labour movement would

improve in time through the training of labour union officials. He noted that the wages paid to unskilled workers were exceedingly low and hoped that a higher statutory minimum wage rate would be established soon. He believed that this would be conducive to the stabilization of labour and would lead to an increase of labour productivity.

#### **MEDICAL AND HEALTH SERVICES**

181. The representative of China hoped that in the matter of health education, community efforts of self-help could be sufficiently stimulated.

### **V. EDUCATIONAL ADVANCEMENT**

#### **Outline of conditions and recommendations adopted by the Trusteeship Council**

##### **GENERAL EDUCATIONAL POLICY; INTEGRATION OF EDUCATION**

182. The separate organization and administration of Tanganyika's educational system for the children of four different racial groups has been described in previous reports of the Council. The great majority of the schools are run by voluntary agencies or by Native Authorities aided by Government grants. The following table shows the expenditures (including capital expenditures) on the various forms of education over the last three years

	1957 £	1958 £	1959 £
African education			
Government .....	2,847,774	3,157,568	3,353,102
Native Authorities .....	707,672	864,782	759,571
Total public .....	3,555,446	4,022,350	4,112,673
Voluntary agencies .....	543,254	644,230	566,264
European education .....	662,030	655,508	500,818
Indian education .....	645,334	597,064	697,884
Other non-African education..	46,974	34,551	46,812

183. With regard to educational policy, the Council in the past has devoted particular interest to the separation of schools on a racial basis, which it considered to be an obstacle to the evolution of a unified and integrated society. At the twenty-third session, the Council welcomed the appointment of a committee charged with the examination of closer integration of the educational systems of the various races and expressed the hope that, as a result of its study, the Administering Authority would be able to introduce, as soon as possible, a policy of inter-racial education at all levels.

184. In its report for 1959, the Administering Authority stated that the Committee, which had had an almost entirely unofficial membership, had submitted its report in November 1959. Its far-reaching recommendations were now being studied by the Government and a special study would be necessary of the questions of fiscal policy involved in replacing the present racial basis of financing education.

185. The report of the Committee on Integration of Education was published shortly before the arrival of the 1960 Visiting Mission, which gave an account of the main recommendations of the Committee aimed at the putting into effect of a new integrated system on 1 January 1962. Perhaps the most important recom-



mentation was that any child should be eligible for admission to any Government-supported school in the Territory, provided that he should be able to maintain his place in the school, and provided that in the case of a primary school, priority in admission should be given to the children of the community for whom the school was established. Admission to secondary education would be on the basis of a competitive examination applicable to all candidates irrespective of race. The Committee also recommended that the new system be implemented by 1 January 1962.

186. The Tanganyika Government, in a note printed inside the cover of the report, observed that, although it had generally accepted the conclusions reached by the Committee, there were a number of unresolved major issues arising from the recommendations, not the least those of finance. The Government had, therefore, established a working party to examine those issues which would enable it to formulate proposals.

187. The Committee further stated that it was clearly necessary that the lengths of the primary and secondary courses, which in the existing racial education varied, should be uniform in all schools. The new system should provide for a primary school course, the completion of which would enable a child who does not proceed to further education or training to take his place as a useful member of the community. Having regard to these considerations, the Committee concluded that the most a Government and Government-aided system could hope to plan to provide in the foreseeable future for all the children of the Territory was a primary school course of eight years, and this was recommended as the ultimate length of the primary course. But the Committee was of the opinion that this would not be possible of fulfilment for many years to come in the case of all African children. Indeed, the Mission noted, in terms of the present budgetary situation of the Territory, the financial implications of such a course are enormous.

188. The Committee on Integration of Education also recommended that, within the limits of funds available, all future development, including that provided for in existing plans and proposals, should be so planned as to provide, either by extensions to existing schools or by the building of new schools, for an educational system providing a primary course of eight years, a secondary course of four years and a gradual extension of Higher School Certificate courses.

189. The Committee on Integration also recommended that a common syllabus covering the basic subjects of the curriculum should be introduced in all primary schools, with the reservation that the use of a language other than English as the medium of instruction in the lower classes of a primary school would involve some modification in those classes.

190. Substantial tuition, and, where appropriate, boarding fees are payable in non-African schools. At present no tuition fees are paid in African primary, middle or secondary schools. At primary schools, a fee of 10 shillings has been laid down in respect of equipment and materials. A boarding fee of up to £12 is levied in middle schools and of £15 in secondary schools. In necessitous cases, this may be remitted, provided that it does not exceed 20 per cent of the total fee revenue

of any school. In the case of girls' middle schools, it is realized that a greater incentive is required and a 60 per cent remission of fees may be granted. Fees levied in European, Indian and other non-Native schools vary considerably.

191. The Committee on Integration of Education, however, recommended that no tuition fees should be charged in Swahili language (African) primary schools and that, for a period of five years following the introduction of the integrated system, tuition fees should be charged at other primary schools on the same basis as at present, remissions of fees being made in necessitous cases, and that the position should be reviewed towards the end of the five-year period. In the field of secondary education, the Committee recommended that a tuition fee of approximately 25 per cent of the annual tuition cost per pupil should be charged in all schools, and that scholarships or bursaries should be made available to ensure that no child who qualifies is unable to proceed to secondary education on the grounds that his parents are unable to afford the tuition fee.

192. The Committee on Integration of Education recommended that, provided that they were managed and run efficiently, all Government-aided schools should be aided on a budget basis, that is, by the provision of a grant to cover the shortfall between approved expenditure and approved income. Government aid in certain small townships should be conditional on the combination of small Indian community primary schools.

193. In noting that all aspects of educational policy in Tanganyika are undergoing reappraisal, the Mission paid tribute to the work of the Committee on Integration of Education and expressed confidence that the general principles recommended by it would be implemented in the near future.

194. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council recalling its previous recommendations concerning the introduction of a policy of inter-racial education at all levels, welcomes the recommendations of the Committee on Integration of Education. It notes that the Government of Tanganyika has accepted generally the conclusions of the Committee but that as it considered they gave rise to a number of unresolved issues, not least those of finance, it therefore established a working party to examine those issues, which has formulated proposals which will be placed before the new Council of Ministers as soon as may be practicable. The Council shares the Visiting Mission's confidence that the general principles of the Committee's recommendations will be implemented in the near future.*

*The Council notes the observations of the United Nations Educational, Scientific and Cultural Organization on educational advancement in Tanganyika (T/1525) and commends them to the attention of the Administering Authority.*

#### PRIMARY, MIDDLE AND SECONDARY EDUCATION

195. The following table shows the total number of primary, middle and secondary schools, including unaided schools and the number of pupils attending these schools as at 1 November 1957, 1958 and 1959.

<i>Number of schools</i>	<i>African</i>	<i>European</i>	<i>Indian</i>	<i>Other Non-African</i>
<b>Primary</b>				
1957 .....	2,632	33	113	5
1958 .....	2,660	32	125	5
1959 .....	2,681	30	117	5
<b>Middle<sup>a</sup></b>				
1957 .....	335	—	—	—
1958 .....	315	—	—	—
1959 .....	359	—	—	—
<b>Secondary</b>				
1957 .....	26	2	33	3
1958 .....	28	2	32	4
1959 .....	28	13	31	4
<b>Enrolment</b>				
<b>Primary</b>				
1957 .....	355,632	2,286	15,339	947
1958 .....	366,690	2,356	16,217	958
1959 .....	375,008	2,092	15,872	1,049
<b>Middle<sup>a</sup></b>				
1957 .....	35,511	—	—	—
1958 .....	36,611	—	—	—
1959 .....	39,871	—	—	—
<b>Secondary</b>				
1957 .....	2,989	459	6,228	325
1958 .....	3,499	431	6,992	361
1959 .....	4,132	766	7,816	391

<sup>a</sup> Including a number of district schools (standards V-VI) disappearing and pre-secondary schools (standard VII-VIII) disappearing.

196. African education is being developed under a five-year development plan which was initiated in 1957 but the implementation of which has had to be stretched out because of lack of finance. In contrast with the previous ten-year plan which had placed the main emphasis on the expansion of the four year primary system, the new plan aimed at a substantial increase in the middle school facilities; and at expanding secondary and technical education. There was to be only a modest increase in primary education. Instead, it was proposed that a considerable part of the additional primary school teachers to be trained by that time should be allocated to existing schools so as to eliminate the double sessions in standards III and IV and to enable the teaching of simple English in those standards. The targets under the plan were an enrolment of 402,000 students in primary schools, 57,000 students in middle schools and 5,030 boys and 725 girls in secondary schools.

197. The increase achieved in the years under review is indicated in the table in paragraph 195. In this connexion, the 1960 Visiting Mission was informed that the financial difficulties experienced in 1959 had imposed a standstill on the five-year-plan except for the starting of Higher School Certificate work in three boys' schools and one girls' school, limited expansion of boys' middle school education and primary educational facilities in urban areas and the introduction of single sessions in existing rural primary schools. In this respect, the Administering Authority reported that single sessions were introduced into 1,049 primary schools and a simple English course into 400 primary schools during 1959.

198. At the same time, the Council noted with concern at its twenty-third session that, although less than

half of the African school children of primary school age, and less than 5 per cent of the children of middle school age, were attending school, and that the African as a whole was persistently demanding increased education facilities, over 100,000 places were unfilled in primary schools and 5,000 in middle schools. It accordingly recommended that the Administering Authority should study this problem carefully and submit to the Council, as soon as possible, detailed information on this question, together with a statement of the measures taken to correct the situation. The Council also recommended that a special campaign should be undertaken by all possible means to spread a realization of the purposes and benefits of education.

199. The Administering Authority reported that during the year a detailed study on the lines recommended by the Council had been instituted but the collection of data was not yet complete. When figures were available, an analysis would be carried out and investigations made, with the assistance of African staff in the Department of Education, into the causes of unfilled places. It would then be possible to decide the best methods to be applied in areas where the problem was serious in order to bring the people to realize the purposes and benefits of education.

200. The Visiting Mission noted that, while the enrolment in primary schools had increased slightly from 1958 to 1959, the new enrolment in standard I had remained almost static. In fact, the supply of primary education seemed to have outstripped the demand in some areas.

201. The Mission considered that the existence of school fees and the limitations imposed on their remission were one of the reasons for the existence of the

empty places in African primary and middle schools. Nevertheless it noted that, in some areas where school fees had been replaced by a contribution from the local tax, empty places continued to exist in primary schools.

202. The Mission reported that it had received several requests for additional educational facilities for African Moslems. In this connexion, it emphasized the desirability of establishing a Moslem Institute and of including Islamic studies as one of the faculties of the future University College of Tanganyika. In the meantime, the recruitment of a number of qualified Moslem teachers from abroad would help to remove a sense of frustration felt by some Tanganyika Moslems.

203. The Mission also reported that the education of African girls still remained a serious problem in the Territory and that the disproportion between the numbers of boys and girls in school became greater at each progressive level of education. The percentage of girls to boys was only 40 per cent in primary education, 20 per cent in middle schools and less than 10 per cent in secondary schools. In 1959, the number of students in the highest class (Form V) was eighty-eight boys and four girls.

204. Commenting on the question of future priorities, the Mission was pleased to note that the proposed 1960-1961 budget contained an appreciable increase in the funds set aside for educational purposes. Even so, these funds did not enable all levels of education to be developed in a balanced manner.

205. The Mission stated that it was now recognized that any further major advance at the primary level must come from the resources of local authorities, strained though these were already. Political leaders would doubtless play a major role in stimulating popular support for local primary and middle schools. Schemes of mass education, of which an interesting example had just been carried out in the Singida District as part of a community development scheme, might also prove an effective yet inexpensive way of spreading literacy in rural areas.

206. The Mission noted amongst both officials and political leaders a realization that the main priority in the next few years must be in secondary education. In view of the urgent need for educated Tanganyikans capable of playing major roles in political life, in the civil service, in economic activities and, it must be added, in education itself, the Mission heartily endorsed that view. The Mission was informed that the expansion of facilities for secondary education was expensive; moreover, it would be necessary to recruit additional teachers from abroad, a matter which had proved to be difficult in the immediate past. Nevertheless, the immediate intentions of the Government included the extension of courses at a number of secondary schools from standard X to standard XII and an increased number of streams for Higher School Certificate courses.

207. The Mission noted these intentions with satisfaction. It nevertheless observed that the increase possible within the present financial provision could make only a modest impression on this problem. It noted that the Administering Authority had been making some contribution to the expansion which was taking place through Colonial Development and Welfare grants. It believed, however, that a major intensification of effort over the period up to independence and for a few years thereafter was urgently called for. In fact, some sort

of "crash programme" was called for in this field if present difficulties were to be overcome within a reasonable period. The Mission believed that there were few ways in which the Administering Authority could make a more valuable contribution to the future stability and progress of Tanganyika than by co-operating with the responsible Tanganyikan Government in the planning of such a programme and assisting its implementation both financially and technically. A comprehensive plan of this sort should, in the Mission's view, have as its main object the rapid expansion and improvement of facilities for secondary education, while providing for some expansion and improvement of the middle school system from which secondary school students would be drawn.

208. At its twenty-sixth session, the Council was informed that, in addition to the increased expenditure on education provided for in the 1960/1961 budget, consideration was being given to the possibility of a modest "crash programme." A new three-year education plan covering the years 1961-1963 designed to accelerate expansion of African education was being prepared for consideration by the new Government. This plan would provide for 9,653 places in standards IX to XII, inclusive, by 1964, as compared with the 4,484 places which now existed and as also compared with the 5,535 places proposed in the original 1956 five-year plan. It would also provide for 520 places in higher school certificate forms by 1963, as compared with the 203 places now existing and the 220 places contemplated in the five-year plan. By 1963, there should be 1,778 school certificate candidates and 220 higher school certificate candidates as compared with the 1960 figures of 479 and 86, respectively. This new plan was expected to involve an increase, in 1963, of recurrent expenditure on African education alone, of £200,000 per annum over the 1960/1961 approved estimates. The capital cost, over and above the provision in the 1960/1961 approved estimates, was expected to amount to some £650,000 over the three-year period.

209. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council, while noting the efforts made by the Administering Authority during the period under review, and in particular the limited "crash programme" referred to by the special representative, to expand and improve education in the Territory, considers that the existing educational situation is unsatisfactory. Bearing in mind the urgent need for an increased number of educated persons, particularly in relation to the civil service, and the Territory's limited financial resources, the Council fully endorses the view of the Visiting Mission that there are few ways in which the Administering Authority could make a more valuable contribution to the future stability and progress of the Territory than by co-operating with the responsible Tanganyika Government in planning a large-scale "crash programme" and assisting its implementation both financially and technically. Such a programme should have as its main object the rapid expansion and improvement of facilities for secondary education, while providing for some expansion and improvement in the middle school system, in technical, vocational and teacher training, and should be accomplished without impairing the development of primary education. In this connexion, the Council welcomes the assurance of the Administering Authority that it is willing to consider, in conjunction with the Tanganyika Government, what would be*

*involved financially and educationally in carrying out such a programme, and is confident that the Administering Authority will pursue this matter vigorously.*

#### HIGHER EDUCATION

210. Pending the establishment of a projected University College within the Territory, Africans, as well as Europeans and Asians, must go outside Tanganyika to pursue higher studies. In the case of Africans, the majority enter Makerere College, Uganda, to which the Government of Tanganyika contributes. Others go to study at the Royal Technical College and the Teacher Training College, both in Nairobi, while the remainder go overseas.

211. Funds are available in the Government Bursaries Fund for the payment of bursaries to suitably qualified students who wish to proceed overseas for post-secondary education. Fees and allowances of students at Makerere and the Royal Technical College are also paid from this Fund, which derives its income partly from grants made by the Tanganyika Higher Education Trust Fund Board and partly from contributions by Government. In 1959, there were 196 Tanganyika students at Makerere as compared with 181 in 1957 and 216 in 1958, but ninety-two African pupils, who in former years would have been considered for entry to preliminary courses at Makerere, were admitted to Higher School Certificate courses in four secondary schools in Tanganyika. The number of Tanganyika students at the Royal Technical College was thirty-three in 1958.

212. In 1959, fifty Tanganyika students were receiving bursaries from the Tanganyika Government, of whom twenty-four were Africans, twenty were Asians and six Europeans.

213. In the past, both the General Assembly and the Trusteeship Council have drawn attention to the need for increasing facilities for higher education in the Territory. In July-August 1958, the Working Party on Higher Education visited Tanganyika to examine and advise on the proposals on the pattern of future development of higher education in East Africa. At its twenty-third session, the Council noted that the report of the Working Party on Higher Education was being considered by the Tanganyika Government and expressed the hope that the Administering Authority would take further measures towards the establishment in Tanganyika of institutions of higher learning including a University College in the nearest possible future.

214. In its 1959 report, the Administering Authority stated that the East African Governments had accepted as a desirable objective for the next foreseeable stage the recommendation contained in the report of the Working Party that there should be a university of East Africa comprising three inter-territorial university colleges, one in each territory. The financial and other implications of this recommendation were now being studied with a view to preparing a phased programme of development acceptable to all three territories. It was also anticipated that during 1960 a Quinquennial Advisory Committee would visit the East African territories to consider the financial provision necessary for higher education in East Africa in the period 1961-1965. This Committee was also expected to make proposals regarding the provision which should be made during 1961-1966 for the establishment of a university college in Tanganyika.

215. The Visiting Mission reported that there was in Tanganyika a keen desire for the establishment of a university college. While this could not have at the moment the priority that an expansion of secondary education should have, the Mission believed that it would become a political and educational necessity well before the date of 1965/1966 suggested by the Working Party. There would obviously be great difficulty in providing capital costs for an investment which would bear fruit only over a long period of years. International grants might well be forthcoming and there was a small trust fund already in existence. The Mission was confident that private philanthropic foundations would regard such a project as worthy of substantial support.

216. In reply to a recommendation adopted by the Council at its twenty-third session, to the effect that it should take all necessary measures consistent with the needs and interests of the Territory and its inhabitants to enable Tanganyikans to take full advantage of the scholarships offered abroad under United Nations scholarship schemes, the Administering Authority replied that the number of candidates for higher education were increasing annually and consequently the members qualified to take advantage of United Nations scholarship schemes were also rising. In so far as it was consistent with the interests of the Territory and its inhabitants, candidates already took full advantage of such schemes.

217. At its twenty-sixth session, the Council discussed the case of Mr. Joseph A. Kabigumila, a student from Tanganyika, who was awarded a scholarship for study in the Union of Soviet Socialist Republics but to whom the Administering Authority denied travel facilities. The representative of the Administering Authority assured the Council that it would re-examine the matter in the light of the discussions in the Council.

218. In connexion with the use of scholarships offered by Member States of the United Nations by students in Tanganyika, the Council was informed that, out of the seventy-seven applications made for these scholarships, one was withdrawn by the applicant and sixteen were not recommended by the Administering Authority. Scholarships awarded by Member States amounted to twenty-one, of which thirteen were subsequently taken up by the applicants. In twenty cases, the Member States making the offer declined to make an award and in the remaining nineteen cases, nothing had been heard since the original application. Of the original applicants, twenty had received scholarships for study overseas from other sources.

219. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council, recalling its previous recommendations on this subject and noting that the Visiting Mission has reported a keen desire in the Territory for the establishment of a university college, endorses the view of the Visiting Mission that while this cannot have at this time the priority that an expansion of secondary education should have, it will become a political and educational necessity well before the date of 1965-1966 suggested by the Working Party on Higher Education in East Africa. The Council hopes that the Administering Authority will bear this in mind and take early steps towards the establishment of a university college in Tanganyika.*

*The Council, recalling resolution 1411 (XIV) of the General Assembly which once again invited the Admin-*

*istering Authorities to take all necessary measures consistent with the interests and needs of the Trust Territories and their peoples to ensure that scholarships and training facilities offered by Member States may be utilized by inhabitants of those Territories, and to render every assistance to those persons who have applied for or have been granted scholarships or fellowships, particularly with regard to facilitating their travel formalities, notes the use that has been made of these scholarships in Tanganyika, in particular that seventy-seven applications have been made and that scholarships were awarded in twenty-one cases, thirteen of which have been taken up.*

*The Council notes the case of Mr. Kabigumila who was awarded a scholarship for study in the Union of Soviet Socialist Republics but to whom the Administering Authority denied travel facilities. The Council regrets that the Administering Authority has found it necessary to deny travel facilities in this case and notes the assurance of the Administering Authority that it will re-examine the matter in the light of the discussions in the Council.*

#### TECHNICAL AND VOCATIONAL TRAINING

220. There are two trade schools and one technical institute in the Territory, built and equipped largely from Colonial Development and Welfare funds. The trade schools provide three years' full-time training in skills associated with building and engineering immediately following satisfactory completion of eight years' general education. Each school can accommodate 600 pupils. At the end of 1959, 238 pupils left the schools to enter two years of indentured apprenticeship within industry while 111 apprentices completed their training during the year, bringing the total of certificates of apprenticeship issued to 425. Unfortunately, student strikes among first and second-year pupils at the trade schools during 1959 resulted in the expulsion of a large number of students.

221. The Technical Institute at Dar es Salaam is being constructed in a number of phases. Classes were begun in 1958 in commercial and clerical subjects. One hundred and twelve students, without distinction as to sex or race, attended a full time course throughout 1959, while 109 students attended full-time short intensive training courses. Part-time evening classes were conducted for two terms: 733 students, without distinction as to sex or race, enrolled for the first session, while the number enrolling for the second session was 866. Science laboratories, workshops and hostels are still under construction.

222. The College of Commerce, at Moshi, sponsored by the Kilimanjaro Native Co-operative Union, had forty-two full-time and 100 part-time day students in attendance during the year, but is operating much below capacity. Part-time evening classes were also run to meet the needs of office workers.

223. Additional facilities for training are also provided by various government departments, the East African Railways and Harbours Administration and Posts and Telecommunications Administration. The Natural Resources School at Tengeru, catering to students who intend to take up employment in the Agricultural, Veterinary and Forest Departments, graduated ninety-seven students in 1959.

224. In 1959, 163 teacher trainees qualified for the grade I certificate and 483 for grade II certificates.

(The corresponding figures in 1957 were 88 and 786 and in 1958, 114 and 867, respectively). The Administering Authority states that the decrease in the total is due to financial limitations on the expansion of the education system rather than to a shortage of candidates suitable for training as grade II teachers. The increase in the number of grade I teachers is a result of the policy of improving quality. In March 1959, a teacher-training college for Asian men and women was opened in Dar es Salaam with twenty-five students.

225. The Committee on Integration recommended that the teacher-training colleges in the Territory should admit students of any race and that a Unified Teaching Service, membership of which would be extended to all locally appointed teachers, whether employed by the Government or by other agencies, should be established as soon as possible. The matter is under investigation.

226. In discussion of the question of future priorities in education, the Visiting Mission expressed the view that improvements in technical and vocational education and in teacher training were also required.

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

*The Council notes the further drop in the number of teachers being trained for primary schools, and the statement of the special representative that this was due to the limited expansion of primary education owing to the greater expansion of middle and secondary school education and that the present output of primary school teachers was sufficient to meet the requirements of the existing primary school programme. The Council, while taking into account the difficulty of finding secondary school teachers with graduate training, and the necessity for the rapid expansion of secondary school facilities, notes, nevertheless, that more than half of the secondary school teachers have only secondary school qualifications or less.*

*The Council therefore urges the Administering Authority, as an essential part of the programme of expanding secondary education, to undertake, immediately, an intensive programme for the training of secondary school teachers, including the extension of the facilities now existing, and to improve the qualifications of the present teachers.*

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

##### GENERAL EDUCATIONAL POLICY: INTEGRATION OF EDUCATION

228. The representative of the USSR considered that the situation in education was a particularly sad commentary on the colonialist policy of the Administering Authority. The educational opportunities for Africans were quite unsatisfactory. Racial segregation still existed in all grades of primary and secondary education, with different races in different schools. Despite the many recommendations of the Trusteeship Council concerning the need to change this policy and to create schools without racial divisions, the Administering Authority apparently did not intend to remedy this anomalous situation, as could be seen even from the fact that the committee appointed by the Administering Authority to study the problem of unifying the system of education had recommended that priority in admission to a school should be given to children of the race for which the school was established. This un-

fair situation with regard to African children was also expressed in the fact that expenditure from the Territorial Budget for education was many times less for African children than for non-African children. For example, only one-third of the *per capita* capital expenditure on education in 1957-1959 was for African children, who comprised more than 98 per cent of the population.

#### PRIMARY, MIDDLE AND SECONDARY EDUCATION

229. The representative of Australia noted that the Administering Authority was well aware of the need to expand secondary education and had given assurances that it was doing its best to rectify the situation.

230. The representative of China believed that as Tanganyika approached independence the development of education assumed great importance. He hoped that the serious bottleneck existing in secondary education would be broken soon and that an increasing number of students would have the benefit of good secondary education so that the needs for trained personnel in the various fields would be met in the not too distant future.

231. The representative of Belgium noted with satisfaction that the Administering Authority was planning emphasis upon the development of secondary education while not neglecting the other branches of education.

232. The representative of India considered that intensive and immediate measures should be taken to eliminate wastage and suggested that two courses might be to introduce English in primary schools and possibly to abolish school fees.

233. The representative of the USSR noted that the Administering Authority was continuing to exact payments for the attendance by African children at schools. It was almost impossible for many Africans to pay these fees and as UNESCO had very correctly stated, even an annual payment of 10 shillings was very high for the father of a family with many children. As a result of this situation, only 44 per cent of African children who were in the appropriate age group during 1959 were in primary school, only 4.5 per cent at the intermediate level and only about 0.5 per cent in secondary schools. He also noted the tremendous wastage of children in the primary and intermediate level.

234. He regretted that the Administering Authority had only just discovered a bottleneck in the educational field and was pretending that all these shortcomings had only recently come to light. But the quite unsatisfactory results of British administration, in particular as regards education, could not be explained by individual mistakes. Regrettably, it was the usual result of colonial policy. In no single country, in no Trust Territory, had colonialism brought literacy to the whole territory. Colonialists try to do the reverse in order to maintain their domination.

235. The special representative of the Administering Authority stated that the Government of Tanganyika was acutely conscious that much remained to be done in the field of education. He also stated that the decrease in the output of grade II primary teachers in recent years had resulted from shifting the emphasis from primary to middle and secondary education during the past five years. The existing programme for training primary teachers aimed at replacing wastage and providing a third teacher in existing schools, but when

the Territory was in a position to expand primary education, arrangements would be made to train the necessary teachers. The present output of teachers was adequate for the existing primary school programme.

236. The representative of the Administering Authority stated that the Administering Authority fully shared the concern of the Visiting Mission about education and was already engaged in actively considering its recommendation. It fully accepted the need for a great effort to develop and extend secondary education, technical and vocational education, and teacher training, and it recognized that this must be done without impairing the growth of other forms of education. He agreed, however, with the Visiting Mission that it was the secondary level which presented the most urgent problem. The Administering Authority would welcome the assistance of UNESCO and he hoped that the proposals put forward by UNESCO on the basis of its study of educational needs in Africa would be accepted and provide valuable and substantial assistance.

#### HIGHER EDUCATION

237. It was clear to the representative of the USSR that the Administering Authority must now make use of every possible opportunity to allow many more indigenous inhabitants to receive a higher education. The fact that only 200 Africans possessed a higher education was a severe condemnation of the whole policy of the Administering Authority.

#### SCHOLARSHIPS OFFERED BY MEMBER STATES FOR INHABITANTS OF TRUST TERRITORIES

238. The representative of India commented that every Government had the right to refuse a passport to an individual but that the reason given to Mr. Kabi-gumila (by the Principal Immigration Officer) to the effect that no scholarship offered by the Soviet Union would be of any use to Tanganyika was too sweeping and represented an archaic mentality in today's world. He expressed the hope that the Administering Authority would rectify this attitude which was to be deplored. His delegation was unable to accept any such reason that, in general, scholarships in a particular country would be a disadvantage to the inhabitants of Tanganyika. After having extended an invitation to the Member States year after year to offer such scholarships, the General Assembly would find it difficult to understand an attitude of this sort.

239. The representative of the United Arab Republic commented that the answers given by the Administering Authority and by the Principal Immigration Officer were indefensible and requested further clarification on the matter from the representative of the Administering Authority, whose reply had been in terms of generalities and very peremptory.

240. The representative of Bolivia considered it regrettable that the Administering Authority with its great sense of liberality should refuse an indigenous student the right to study in the Soviet Union. If British students could do so, why could not a Tanganyika student?

241. The representative of Australia felt that the responsibility of deciding whether study abroad was likely to be of advantage to a student in any particular case lay ultimately with the Administering Authority.



The latter had explained to the Council that each application for study abroad was dealt with on its own merits, and the action taken on this particular case could not be construed as being contrary to the spirit of General Assembly resolution 1411 (XIV).

242. The representative of Burma urged the Administering Authority, in view of the small number graduating from Makerere College, to allow qualified Tanganyika students to avail themselves of scholarships offered by Member States of the United Nations. He viewed the Administering Authority's refusal to give a passport to Mr. Kabigumila to travel to the Union of Soviet Socialist Republics to study as incompatible with the relevant General Assembly resolutions. He would support any resolution taking serious note of the denial by the Administering Authority of the right to education. He also drew attention to the lamentable lack of interest by the Administering Authority in the need to give full publicity to the terms and conditions of scholarships offered by Member States.

243. The representative of New Zealand agreed with the view that the Administering Authority must have discretion to judge every application for a scholarship on its merits and decide whether the granting of a certain scholarship to a certain person was consonant with the interests and needs of the Territory. He remarked that before the end of 1960 the new Tanganyikan Government would no doubt have a decision in these matters.

244. The representative of France believed that the United Nations should be grateful to all Member States which had offered scholarships to students from Trust Territories. However, the Administering Authority concerned or the competent local authority had the duty to determine in each case whether it would correspond to the interest and meet the actual needs of the Trust Territory in question. The issuing of a passport was an optional action on the part of public authority and, so long as there was not complete freedom of travel on a basis of full reciprocity, no one could challenge this sovereign right.

245. The representative of Belgium was convinced that the Administering Authority's policy with regard to the granting of requests for overseas scholarships and travel was guided solely by its constant concern to serve the over-all interests of the Territory.

246. The representative of the USSR believed that, at a time when the Territory so urgently needed educated indigenous inhabitants capable of assuming the functions of the English civil servants who were occupying nearly all the responsible posts in the Administration, the action of the Administering Authority in refusing to issue a passport to Mr. Kabigumila so that he could go to Moscow to take advantage of the scholarship he had received from the Government of the Union of Soviet Socialist Republics for the purposes of higher education, including the payment of all travelling expenses, was arbitrary. He questioned how it could be stated that all scholarships granted by the Soviet Union in accordance with General Assembly resolutions were not consistent with the needs of Tanganyika and not in the interests of its inhabitants. This policy, which applied to all students in Tanganyika, was difficult to understand and could not be defended merely on the basis of some authority or organ having the right to refuse to grant a passport. The hopes of Mr. Kabigumila that the Administering Authority would revise

its decision and give him a passport unfortunately had not yet been justified.

247. He thought that the Trusteeship Council could not ignore the fact that the Administering Authority was not fulfilling the resolution adopted by the General Assembly at its fourteenth session, which urged the Administering Authorities to give all possible assistance to people receiving scholarships from Member States of the United Nations, in particular, with regard to facilitating travel formalities.

248. Recently his delegation had received a communication from Mr. Kabigumila in which he said that a passport still had not been given to him. In this letter, he had expressed the hope that the Trusteeship Council would consider this question and help him to gain permission to go to Moscow to study. The representative of the USSR noted with satisfaction that the delegations of India, the United Arab Republic, Bolivia and Burma had spoken in support of satisfying the request of Mr. Kabigumila. He believed that the drafting committee on Tanganyika should submit to the Council in its report an appropriate recommendation on this matter, which should be drawn up in accordance with General Assembly resolution 1411 (XIV).

249. The special representative of the Administering authority trusted that the information he had given the Council would make it clear that the people of Tanganyika were fully aware of and were making use of scholarships offered by Member States of the United Nations.

250. The representative of the Administering Authority stated that it was the duty of the Administering Authority to facilitate the taking up of scholarships overseas by students from Tanganyika to the extent consistent with the needs and the interests of the Territory and its people. As the resolution adopted by the General Assembly at its fourteenth session recognized, in any particular case the Administering Authority must be free to decide whether such an award meets this criterion. He assured the Trusteeship Council that, in the light of the discussion which had taken place, in connexion with the case of Mr. Kabigumila, the Administering Authority, and the Government of Tanganyika would look at this case again, and in doing so careful attention would be paid to the views expressed by members of the Council on this particular case and on the general principle involved.

## **VI. ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE**

### **Outline of conditions and recommendations adopted by the Trusteeship Council**

250. In resolutions adopted at various sessions,<sup>7</sup> the General Assembly invited the Administering Authorities to submit estimates of the time required for the fulfilment of measures taken or contemplated towards self-government or independence, including, in each case, both intermediate target dates and a time-table for the attainment of the final objective. At its fourteenth session, it requested the Administering Authorities concerned to propose, after consultation with the representatives of the inhabitants, for the consideration of the General Assembly at its fifteenth session, time-

<sup>7</sup> See resolutions 558 (VI), 752 (VIII), 858 (IX), 946 (X), 1064 (XI), and 1207 (XII).

tables and targets for the attainment of independence by the Trust Territories of Tanganyika and Ruanda-Urundi in the near future.<sup>8</sup>

251. Prior to the adoption of the last-mentioned resolution by the General Assembly, the Trusteeship Council, at its twenty-third session, recommended that the Administering Authority should, in consultation with the elected representatives of the population, adopt plans for the development of the Territory in all fields, with indications where appropriate of intermediate target dates to create as soon as possible the pre-conditions for the attainment by Tanganyika of self-government or independence. In response to this recommendation, the Administering Authority referred to the plans existing in various fields. Among these are the plans for the holding of general elections in September 1960, the introduction of responsible government, and the "Localization" of the civil service and for the development of education and health.

252. The 1960 Visiting Mission commented that Tanganyika was proceeding smoothly and rapidly towards the ultimate goal of trusteeship and that, with the institution of responsible government towards the end of 1960, the Territory would, in fact, have entered the final stages before independence. It observed that the rate of future progress would depend to some extent upon the successful solution of two major problems: (1) the provision of a competent corps of officials in sufficient numbers to provide for the growing needs of the Territory, and (2) the provision of sufficient financial and technical assistance to permit an independent Tanganyikan Government to continue and expand essential services such as education and to maintain a satisfactory rate of economic development. The Mission said that solution of the first problem lay partly in increased efforts to train local officials and partly in the conclusion of satisfactory arrangements to assure a continued supply of overseas personnel until such time as all positions could be filled locally. Solution of the second problem depended mainly upon the co-operation of the Administering Authority and of the international community. The Mission considered that neither of these problems need of themselves prevent the emergence of the Territory from trusteeship, but it was clearly desirable that satisfactory solutions should be found.

254. The Mission explained that the constitutional changes which would take place towards the end of 1960 would effectively transfer the main responsibility for the conduct of the Territory's affairs into the hands of a government composed predominantly of elected Ministers. It would not, however, constitute the last stage before independence. That would be reached when the Governor and the official members of the Council of Ministers retired from its deliberations and there was a Prime Minister presiding over a Cabinet. There were also a number of other constitutional matters which it would be desirable to settle as quickly as possible, among them the drafting of a constitution and a citizenship law and the conclusion of arrangements to complete the organization of Tanganyika's own civil service. The Mission was confident that the new Government would give these matters urgent consideration.

255. The Mission reported that it had received a memorandum from the Tanganyika Africa National

Union requesting that the forthcoming general elections should be considered as a plebiscite for independence. In discussions with the Mission, leaders of the Union had explained that it was their intention to seek from the people at the September general election a mandate to ask for independence without further elections. If victorious at the polls, the Union would then feel free to implement this policy in the way it considered best, one possibility being the adoption by the Legislative Council of an appropriate resolution requesting the United Kingdom Government to take the necessary steps to terminate trusteeship over Tanganyika.

256. The Mission gained the impression that one of the main aims of TANU in presenting the memorandum was to ensure that the restricted franchise at the September general elections should not be a barrier to the attainment of independence by Tanganyika during the lifetime of the Legislative Council resulting therefrom. The Mission noted that the Union had favoured the introduction of universal suffrage for those elections and it was assured that, if the Union was victorious at the polls, it would propose that universal suffrage should be introduced.

257. The Mission reported that during its discussions in London, the Secretary of State for the Colonies had stated that he was anxious that Tanganyika should remain a show-piece among territories developing towards independence. He had said that, while each territory's problems were different and each had to advance at its own pace, he could assure the Mission that Tanganyika would not be held back because of possible repercussions in other territories. He believed that the way forward for Tanganyika in the immediate future was to put into effect the constitutional decisions which had just been taken and, after the elections in September, to study in consultation with the elected leaders, what the next steps should be.

258. The Mission was convinced that these statements would be warmly welcomed by the Trusteeship Council. It believed that, in the light of these assurances, the Administering Authority might be expected to receive with sympathy any motion concerning the termination of the trusteeship which might be submitted by the Legislative Council of Tanganyika and to work out, in consultation with the elected representatives of the people, the necessary steps to achieve that goal.

259. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council notes the statement of the Administering Authority that after the forthcoming elections in August it will study in consultation with the Territory's elected leaders the next steps to be taken toward the goal of independence. The Council also notes the expectation of the Tanganyika African National Union for early independence as expressed in its memorandum to the Visiting Mission. It further notes the statement of the Administering Authority that it will be for the elected leaders to decide how and when they wish to ask for independence, and shares the view of the Visiting Mission that the Administering Authority may be expected to receive with sympathy any such request. It welcomes the assurance of the Administering Authority that it will inform the General Assembly at its fifteenth session, when the report of the Trusteeship Council is discussed, of the results by then achieved in those consultations bearing in mind resolution 1413 (XIV) of the General Assembly.*

<sup>8</sup>Resolution 1413 (XIV).



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

260. The representative of Australia considered that for the present it would be undesirable and undemocratic to try to set a date for the independence of Tanganyika or to chart its future constitutional progress. The initiative must be left to the Tanganyikan leaders themselves who, after they had been elected, would make their views known to the Administering Authority. He was sure that the Administering Authority would consider whatever proposals they might make with the same sympathy and understanding that it had shown towards them in the past.

261. The representative of Burma hoped that, once the timing of the proclamation of Tanganyika's independence was decided upon by the elected leaders, the Administering Authority would not hold back Tanganyika despite pressures from certain quarters.

262. The representative of New Zealand said that steps leading to the termination of the trusteeship could only be decided upon after consultation between the Administering Authority and the responsible leaders of Tanganyika. He considered that after the forthcoming general elections the conditions necessary for such consultations would almost certainly exist and he believed that the political leaders and the Administering Authority could be expected to take early and effective advantage of them.

263. The representative of Paraguay, referring to the memorandum which was presented by TANU to the Visiting Mission, stated that the moment had not yet come for the Council to consider the opinion expressed in it. However, the Council would do well to think of the scope of the intentions of the leaders of this party, bearing in mind all the evidence of the popular support for TANU.

264. The representative of the United States of America was confident that the Administering Authority would give its support to the action by the legislature leading towards independence which the TANU leadership now contemplated, and he agreed with TANU that a further election before independence would be unnecessary, unwise and wasteful.

265. The representative of China considered that if TANU won the forthcoming election, its victory should be taken to mean that the electors had accepted the proposal to consider elections as a plebiscite for independence.

266. The representative of Bolivia stated that, as the date for the termination of trusteeship would probably be discussed after the coming elections, it would be advisable to invite Mr. Julius Nyerere to attend the next session of the General Assembly.

267. The representative of Belgium was confident that consultations between the Administering Authority and the new responsible Government would result in continued harmonious collaboration between them and lead to the termination of the trusteeship under the best possible conditions.

268. The representative of India urged the Administering Authority to fix, in consultation and harmonious co-operation with the political leaders in Tanganyika, a time-table for independence. He would like to see an early target date fixed for independence in consultation with the people of Tanganyika, and in the intervening period the establishment of internal self-government.

269. The representative of the USSR recalled that at the twenty-third session of the Council the representative of the Administering Authority had not wished to hear of the granting of independence to Tanganyika in the near future and observed that events had not developed the way the Administering Authority had wished. Now the most powerful political party in the Territory, TANU, was demanding immediate independence with the support of the second most important political party, the African National Congress and the Asian Association and all the elected members of the Legislative Council, including Europeans. The question of independence for Tanganyika had thus been transformed into the principal and most pressing problem in the future development of the Territory. He noted with pleasure TANU's intention, in the event of victory in the September elections, to introduce at the first meeting of the new Legislative Council, a draft resolution demanding full independence. He also recalled that the second Afro-Asian Conference held in Konakry in 1960 had adopted a resolution calling on the United Nations to do all in its power to grant colonial and dependent countries independence as soon as possible. The Trusteeship Council could not ignore these demands and he considered that, in accordance with General Assembly resolution 1413 (XIV) concerning the achievement of independence by Trust Territories, and in view of the demands of the population of Tanganyika, the Council should recommend that the Administering Authority, in consultation with representatives of the indigenous population, should work out immediately a detailed plan with a specific time-table, for the transfer of all power to representative legislative and executive organs of the Territory so that, after the next elections, Tanganyika would become a sovereign independent State. Since such a plan had not yet been worked out and could not, therefore, be considered at the present session of the Council, the Administering Authority, in accordance with General Assembly resolution 1413 (XIV), should submit such a plan directly to the General Assembly at its fifteenth session in order that, at the fifteenth session, a decision could be taken as to the date of the proclamation of independence of Tanganyika and the termination of trusteeship over this Trust Territory. He thought that it would be desirable for the Trusteeship Council, taking into account the importance of this problem, to recommend that the General Assembly should consider the question of the immediate granting of independence to the Trust Territory of Tanganyika as a separate item on its agenda.

270. He supported the proposal that the leader of the most important party in Tanganyika, Mr. Nyerere, should be invited to take part in the work of the fifteenth session of the Assembly when the question of Tanganyika is being discussed.

271. The representative of the Administering Authority said that his Government would regard those who were elected as a result of the forthcoming elections as being the responsible leaders of the people of Tanganyika and would have no hesitation in discussing with them the next steps to be taken toward the goal of independence. He assured the Council that the Administering Authority would inform the General Assembly at its fifteenth session, when the report of the Trusteeship Council was discussed, of the progress made in those consultations. He thought, however, that it would be premature to suggest at the present time that the Administering Authority should work out immediately detailed plans for the transfer of powers or

that the question of the future of Tanganyika should be placed as a separate item on the agenda of the General Assembly's fifteenth session. It was necessary to await the results of the general elections, after which the initiative would rest with the elected leaders of Tanganyika. The Visiting Mission had expressed confidence that the Administering Authority would receive their views and representations with sympathy and he assured the Council that this would indeed be so.

272. The Administering Authority would be glad to see a representative of the people of Tanganyika present at the fifteenth session of the General Assembly, but again it would be for the elected leaders to decide in consultation with the Administering Authority whether they wished, on any occasion when Tanganyika was discussed in the United Nations, to be directly represented. There was no reason for the Council to make any recommendation on the matter.

## Chapter II

### RUANDA-URUNDI

#### I. GENERAL

##### Outline of conditions

1. Ruanda-Urundi has a total area of 54,172 square kilometres and is the most densely populated area in Central Africa. The indigenous population in tribal areas was estimated at 4,625,805 in 1958, as against 4,559,768 in 1957. Of this number, 2,538,196 were inhabitants of Ruanda and 2,087,609 of Urundi. There were in addition 63,260 Africans living in extra-tribal areas, and 7,105 Europeans, 2,320 Asians, 357 persons of mixed race and seventy-four Negroes.

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

3. The African population of Ruanda-Urundi is not of one single physical type. It includes Tutsi Hamites (or ethiopids), Hutu Bantus (or negroids) and Twa Pygmies. The Twa, who no longer represent more than a small minority (0.67 per cent in Ruanda, 1.13 per cent in Urundi), have probably been in the country from time immemorial. The Hutu came later and now form the great majority of the population (82.74 per cent in Ruanda, 86.48 per cent in Urundi). The Tutsi, who migrated to Ruanda-Urundi before the fifteenth century, comprise 16.59 per cent of the population in Ruanda and 12.39 per cent in Urundi. The Hutu are predominantly agricultural and the Tutsi pastoral. The Tutsi gradually acquired a dominant position in Ruanda and Urundi and established a complex feudal system which is described in the report of the 1960 Visiting Mission.

4. The 1960 Visiting Mission has described in detail the course of political development in Ruanda and Urundi from before the period of German occupation until 1960.

5. At the fourteenth session of the General Assembly, the Fourth Committee of the Assembly heard two petitioners on Ruanda-Urundi: Mr. John Kale, on 2, 4 and 9 November 1959, and Mr. Michel Rwagasana, representing the *Union nationale ruandaise* (UNAR) on 21 November 1959.

6. On 5 December 1959, the General Assembly adopted resolution 1419 (XIV), in which it drew the attention of the Trusteeship Council to the statements of the petitioners and requested the Council to consider in detail the plans of political reforms envisaged by the Administering Authority and to include its obser-

vations and recommendations on the plans in its next report to the General Assembly.

7. The United Nations Visiting Mission to Trust Territories in East Africa visited Ruanda-Urundi from 2 March to 1 April 1960.

8. At its twenty-sixth session, the Council granted a hearing to Mr. Michel Rwagasana, secretary-general of the *Union nationale ruandaise* (UNAR), who was heard on 21 and 29 June, 1960. It also granted a hearing to Mr. Aloys Munyangaju, representing the *Association pour la promotion sociale de la masse* (APROSOMA), who was heard on 29 and 30 June 1960.

#### II. POLITICAL ADVANCEMENT

##### Outline of conditions and recommendations adopted by the Trusteeship Council

##### THE SYSTEM OF POLITICAL ORGANIZATION UP TO THE END OF 1959

9. The basic features of the system of political organization which prevailed in Ruandi-Urundi up to the end of 1959 were laid down in the Act of 21 August 1925. Ruandi-Urundi was united administratively with the Belgian Congo, of which it formed a separate Vice-Government-General, with a separate legal status and its own budget. There was a customs union between the two Territories.

10. Legislative power was exercised by the Belgian Parliament and by the Crown, acting on the advice of the Colonial Council in Brussels, in the form of laws and decrees respectively. The Governor-General of the Belgian Congo and the Governor of Ruanda-Urundi had emergency legislative powers.

11. The laws of the Belgian Congo were applicable to Ruanda-Urundi only if they were expressly stated to be so applicable or if the Governor of Ruanda-Urundi put them into effect by ordinance.

12. Executive power was vested in the Crown, which delegated it to the Governor of Ruanda-Urundi, who also had the title of Vice-Governor-General of the Belgian Congo and of Ruanda-Urundi. The Governor was assisted by a General Council, an advisory body which examined proposals concerning the budget, discussed matters submitted to it by the Governor and had the right to express its wishes to the Government. The Council consisted of forty-five members: nine *ex officio* members (comprising seven high-ranking European officials and the two Bami), four members chosen by the High Councils of Ruanda-Urundi, and thirty-two members appointed by the Governor; eighteen of the latter were selected from lists of candidates submitted by associations—six representatives of industrial and

commercial companies, six representatives of the middle classes, six representatives of employers' groups—and the fourteen others were chosen freely by the Governor (six notables, four representatives of extra-rural communities and four persons not belonging to the Administration).

13. The Belgian Administration directed by the Governor consisted of general services with headquarters at Usumbura and local services which were divided between two Residencies, each headed by a Resident. The Residencies were in turn divided into districts, which were administered by district administrators.

14. As from 1 January 1959, the separate European and African services within the central Administration were abolished and a single set of regulations was made applicable to all civil servants.

15. With regard to the indigenous political structure of the Territory, Ruanda-Urundi was divided into two indigenous States (*pays*), Ruanda and Urundi (each corresponding to one of the Residencies of the Belgian Administration). Each State was headed by a Mwami (plural: Bami) who was chosen according to native custom and invested by the Governor. It was divided into chiefdoms headed by chiefs who were chosen according to native custom and invested by the Governor. Each chiefdom was further divided into several sub-chiefdoms headed by sub-chiefs who were appointed by the Mwami and invested by the Resident.

16. There were sub-chiefdom councils, chiefdom councils, district councils and a High Council of the State. These councils consisted of *ex officio* members and other members who were elected by indirect suffrage, co-opted or appointed under a system which took the preferences of the inhabitants into account. In 1956, the inhabitants were able for the first time to express their preferences regarding the membership of the sub-chiefdom councils by voting in elections in which all adult males participated and which were held by secret ballot. These councils had to be consulted on all matters of concern to their areas. The consent of the councils of the States and of the chiefdoms was required for confirmation of the decisions of the Bami and the chiefs, in particular, for approval of the budgets for those areas.

17. With regard to judicial organization, the Territory had non-indigenous courts which dealt with criminal and civil cases in accordance with the written law, and indigenous courts which settled civil and personal disputes between Africans in conformity with customary law and had limited competence in criminal cases.

#### THE REFORMS OF LATE 1959 AND EARLY 1960

18. A Study Group, which the Belgian Government had set up on 16 April 1959 to study the political problem in Ruanda-Urundi, visited the Territory from 22 April to 6 May 1959 and submitted its report to the Government on 2 September 1959.

19. On 10 November 1959, the Belgian Government published a statement on the policy which it intended to pursue in Ruanda-Urundi.<sup>1</sup> The programme of reforms outlined in the statement, which was largely guided by the recommendations of the Study Group, was founded on three main ideas. First, the Belgian Government would establish—taking into account the separate and distinct characteristics of the two States—

a system of local government which would be given a progressive measure of autonomy subject to the general supervision of Belgium, exercised by the Resident General and Residents. Next, while it reiterated its conviction that it was essential to establish a community of the two States, it did not itself wish to define the terms of that community, but merely proposed to invite the two States to organize it with Belgian assistance.

20. After setting out these main ideas, the statement went on to define the system of political organization for each State in the following manner:

(a) The sub-chiefdoms, which would be enlarged, and the extra-tribal centres, which would be reintegrated into the administration of the State, would become communes, which would be the only basic political entities below the national level. A burgomaster and a communal council would constitute the organs of the communes. A transition period would be necessary before the communes were set up in their final form. In the meantime, the existing sub-chiefdoms, extra-tribal centres and urban *circonscriptions* would become provisional communes which would in all probability elect their councils by universal suffrage during the first half of 1960. The Government was of the opinion that, in principle, both men and women should have the right to vote, but it foresaw the possibility that material circumstances connected with the date at which the first elections would have to be held might oblige it to organize them on the basis of male suffrage only. The councils thus elected would have the right to elect from among their members the heads of the provisional communes.

(b) The present chiefdoms would cease to be political entities and would become administrative *circonscriptions*. The present chiefs might be integrated into the general administration of the State, thus becoming officials with no political mandate. Here, too, provision would have to be made for a transition period.

(c) On the State level, a new State Council would be established and would exercise, jointly with the Mwami, local legislative power which would be progressively assigned to it. The great majority of the members of the Council would be elected by an electoral college composed of the councils of the provisional communes; the Government expected the elections to take place early enough for the council to take office during the second half of 1960. The State Councils thus constituted would function during the transition period, at the end of which other systems better suited to the wishes of the population might be adopted, if desirable. In addition to this State Legislature, a State Government would be established, the members of which would be appointed and dismissed by the Mwami, with the consent of the Resident. The Mwami, the constitutional Head of the State, would remain outside the Government and above parties. He would not govern and his public enactments would require the endorsement of the Government.

(d) With regard to the judicial power, the trusteeship authorities exercise special supervision in this field to ensure the independence, competence and integrity of the judiciary. Should a community be set up the administration of justice should be one of its functions.

<sup>1</sup> T/1502.

(e) Government reform at the State level is intended to bring about the rapid fusion of the so-called tribal administration and the general administration. It would result in many responsible posts being entrusted to indigenous inhabitants; every effort would be made to ensure that this Africanization was effected with an eye to quality.

(f) Over and above the two States, there was the *de facto* community constituted by the existing Government of the Territory. Belgium had set itself the goal of building the future community by means of appropriate consultation and with the advice of the reorganized States. In the meantime, the present institutions would continue to function.

21. The interim institutions announced in the Government statement were defined in the interim Decree of 25 December 1959.<sup>2</sup> The Decree also laid down the guiding principles for the election of the members of these institutions and defined the trusteeship to be exercised by Belgium over the administration of the Territory and the two States.

22. Article 1 of the Decree of 1959 constitutes the present lower political districts, i.e., the sub-chiefdoms, the extra-tribal centres and the urban *circonscriptions* into provisional communes. These communes are described as provisional, because it seems likely that in most cases they will have to be regrouped into larger districts capable of meeting their own administrative expenses. The provisional commune will have legal personality and will be administered by a head of provisional commune assisted by a council. It will have the financial powers provided under the Decree of 14 July 1952 for sub-chiefdoms granted legal personality.

23. The council of the provisional commune will consist of three members at least, and normally of one member for each group of 150 taxpayers or fraction thereof exceeding seventy-five. Members of councils will be elected by direct suffrage, and their term of office will be three years. Professional magistrates, members of the trusteeship forces, the *force publique*, the *gendarmerie* or the police, officials of the provisional commune, officials of the higher administration of the Territory, officials of the trusteeship services or of the finance department of the Territory or of the two States are ineligible for membership in the councils of the provisional commune.

24. The head of the commune who is to be appointed by the Mwami, upon nomination by the Council, from amongst the members of the council, will act as chairman of the council. The council is to meet at least once a month.

25. The chiefdom is to be retained on a transitional basis. It will no longer be a decentralized political district, but will become an administrative unit responsible for supervising and giving an impetus to activities.

26. The Mwami is the Head of the State. None of his acts takes effect unless endorsed by the Head of the Government of the State or, until such time as that Government is formed, by the Resident. The Mwami may not exercise his functions until he has been invested by the Resident-General and taken the oath to carry out his duties loyally and to respect the laws of the Territory. Subject to such investiture, the Mwami designates his successor in accordance with the restrictions pre-

scribed by custom. The Mwami accordingly becomes a constitutional dignitary, the functions of government being transferred to the Government of the State.

27. The State Council will consist of forty to fifty members elected in accordance with the size of the various districts. It will also include representatives of industrial and commercial companies, of the independent middle classes and of labour, and six notables. Normally, the President and Vice-President will be elected by each Council from among its members. For the first three years, however, the Resident-General is to appoint as President an experienced person independent of political parties. The President will not be entitled to vote in the Council unless he is a member thereof.

28. The legislative power is to be exercised collectively by the Mwami and the State Council by means of edicts, subject to a triple limitation: the primacy of higher laws and decrees; the fact that its competence *ratione materiae* is limited to local matters; and the control of general trusteeship. All draft edicts are to be transmitted to the Resident before promulgation, and the latter may request a second reading, which is deemed to constitute an objection to the draft. The edict may not be promulgated until the Resident's objection has been withdrawn either by himself or by the Resident-General at the request of the Government or of the State Council.

29. The executive power is to be exercised by the Mwami by means of orders, which must be countersigned by the Head of the Government, and the effect of which will be limited by the corresponding executive acts of higher authorities, i.e., royal orders and ordinances. The control procedure to be exercised by the Resident is identical with that provided as regards draft edicts; it is to be applied before the publication of the order in question.

30. Each State Government is to consist of a Head of Government and the heads of departments, whose numbers and functions are to be decided by the Resident-General. The members of the Government are to be appointed and dismissed by the Mwami, with the consent of the Resident, and they may be chosen from the Administration. The Resident will not be eligible for office as Head of Government. The Resident is in fact the embodiment of general trusteeship and must be above parties and ordinary governmental activity.

31. The State budget is to be fixed by edict, at the proposal of the Government. The State Council may amend the budget estimates.

32. The General Council, which is to be established for Ruanda-Urundi, will have a membership similar to that of the State Councils: forty to fifty elected members (an equal number for each State), representatives of industrial and commercial companies, the independent middle classes and labour, and five notables. The General Council, elected for a term of three years, is, except in cases of emergency, to give its opinion on draft decrees and to examine the budget estimates of the Territory; its opinions are to be annexed to the budget estimates when they are transmitted to the Chambers.

33. The Administrative reorganization of the Territory was defined in the Royal Interim Order of 25 January 1960. Under the terms of this Order, the Vice-Governor-General of Ruanda-Urundi, who assumes the title of Resident-General, will exercise the executive

<sup>2</sup> T/1501.

power in the Territory by delegation from the Crown and will exercise all other powers previously vested in the Governor-General of the Belgian Congo by decrees and royal orders. The Order further provides that the Residencies of Ruanda and Urundi are to be replaced by States of the same name and that the Resident-General is to regulate the provisional transfer to the Government of each State of such administrative powers of the Residents and of the Vice-Governor-General as are of purely regional interest.

34. During February and March 1960, the Resident-General signed a number of ordinances concerning the political organization of the Territory, the most important of which are summarized below:

(a) By Ordinance No. 221/51 of 6 February, he dissolved the High Council of Ruanda and established a provisional special council composed of six members appointed by himself to exercise the powers vested in the High Council pending the establishment of new institutions. The membership of this special council was subsequently increased to eight.

(b) By Ordinance No. 221/60 of 27 February, he established an interim committee composed of five members appointed by himself to exercise the functions of the High Council of Urundi (whose term of office expired on 17 February) so far as was necessary for the completion of current business and the examination of urgent problems.

(c) By Ordinance No. 221/73 of 10 March, he took certain steps relating to the organization of communal elections in Ruanda. In particular, he decided that the suffrage should be restricted to male voters, that the elections should be held from 7 June 1960 onwards and that the precise date at which they were to take place in each *circonscription* should be decided by the administrator of the district.

35. With regard to the date of communal elections in Urundi, the 1960 Visiting Mission noted that no decision had yet been taken on that subject at the time of the Mission's visit.

36. In February 1960, the Belgian Government requested that the Trusteeship Council inscribe on the agenda of its twenty-sixth session the study of the possibility of sending a group of United Nations observers to supervise the communal elections which would be held at the end of June 1960 in Ruanda-Urundi. At the twenty-sixth session, the representative of the Administering Authority explained that this request had been based on the important political character of that consultation inasmuch as it would give rise not only to the basic administrative *cadres*, but also the electoral body which would then elect the Legislative Assembly. But later, it appeared that the formula for elections at two stages did not correspond to the wishes of the leaders of certain political parties, and that presented, furthermore, the disadvantage of making the communal elections extremely political in nature. In those conditions, the decision was taken to proceed with the communal elections, but to hold separate legislative elections. The request to send observers to the communal elections was thus left behind by events.

#### THE FUTURE OF RUANDA-URUNDI

37. The Visiting Mission was informed by the Belgian Government that, following the establishment of

the new interim institutions, the Government planned to hold talks with competent spokesmen designated as the result of the elections with a view to deciding on the ultimate future of the Territory. The Mission considered that while, in other circumstances, such a procedure might have been deemed wise and prudent, in the light of the disturbed situation which had prevailed in Ruanda since the disorders of November 1959 and in view of the rising tension in Urundi, discussions could no longer be delayed which might lead not only to long-term solutions and political programmes, but also to solutions of more immediate and delicate problems. It was of the opinion that a round-table conference, if held soon enough, would calm the prevailing passions and would provide evidence of the Administering Authority's willingness to initiate frank discussions on the future of the Territory.

38. The Mission discussed this question with the Belgian Government, which subsequently decided to modify its previous plan of action as follows:

(a) The Government would convene a small-scale meeting for Ruanda towards the end of May. The aims of such a meeting would be national reconciliation, the preparation and organization of communal elections, the study of possible changes in the Interim Decree of 25 December 1959 and preparation for more general discussions to be held later. A maximum of a dozen representatives would take part in the meeting, whose duration would be limited to about a week.

(b) Shortly after the Ruanda meeting, the Government would convene a similar meeting for Urundi.

(c) After the two meetings, the Government would hold communal elections, if possible as early as June.

(d) A larger meeting would be convened after the communal elections, perhaps in October, to discuss all questions concerning the political future of Ruanda and Urundi and to prepare for the 1961 legislative elections.

(e) At the beginning of 1961 there would be legislative elections for the two States, and elections, either direct or indirect, to establish the General Council. The Belgian Government would request the supervision of the electoral operations by United Nations observers. After these elections the responsible governments of Ruanda and Urundi would be formed.

(f) During 1961 a general conference would be organized with delegates of the Governments of the two States, so as to discuss the form of independence which they would desire, and to examine with them the procedures leading to the termination of trusteeship.

39. At its twenty-sixth session, the Council was informed that the preparations for the discussions of May 1960 concerning Ruanda had met with serious difficulties. The departure for Brussels of the delegation from Ruanda, composed of the eight members of the provisional special council had been fixed for 27 May. A few days before the departure, following the order given by certain party leaders at that time outside the country, the president of UNAR forbade his delegation, upon penalty of exclusion, to take part in the discussions. The discussions were held from 30 May to 7 June without the two members of UNAR on the provisional special council.

40. The Mission expressed the hope that the new plan of action drawn up by the Belgian Government would pave the way for a national reconciliation in



Ruanda and a relaxation of tension in Urundi. After stating that it would have preferred a broader representation and a less restricted duration for the two pre-electoral meetings, the Mission expressed the hope that all precautions would be taken to ensure that the most highly qualified political leaders were invited to these meetings and, in particular, that the representation of UNAR did not give rise to any difficulties. It also expressed the hope that the enforced curtailment of these meetings would not prevent delegates from examining all the possibilities of bringing about a relaxation of tension in Ruanda and Urundi and that, if need be, the meetings might be extended.

41. The Mission emphasized that it was essential for the communal elections in Ruanda to take place in an atmosphere of calm, freedom and confidence, so that the results might not be contested. It considered that the work of national reconciliation should be well advanced before the elections were held. It hoped that the pre-electoral meeting of national political leaders would herald the first signs of a relaxation of tensions and that all parties would agree on the timing of the elections and the conditions under which they were to be held.

42. With regard to the composition of the delegations to the meeting to be convened after the communal elections, the Mission stressed the need for inviting the most representative political leaders of the two States, without exception. It felt that it would be advantageous if other persons besides the representatives of political parties, for example, leading individuals in private life, were to take part in the work. Finally, it pointed out that the idea had several times been put forward in the Territory that any meeting of that kind would have a greater chance of success if United Nations observers attended it. It hoped that that consideration would not be lost sight of.

43. As part of the reform plan which would certainly be discussed at the meeting, the Mission recommended that elections based on direct universal suffrage for the purpose of constituting national assemblies for Ruanda and Urundi should take place at the beginning of 1961 and should be supervised by the United Nations.

44. With regard to the electoral system, the Mission noted that the system used for the communal elections was unduly complicated; it expressed the hope that, before deciding upon the electoral system for the 1961 legislative elections, the Administering Authority would pay close attention to the experience acquired during the communal elections and also perhaps to the experience acquired during the elections organized in recent years in the Belgian Congo. It also hoped that the Administering Authority would not hesitate to reorganize the system if it proved necessary and possibly even ascertain through the United Nations technical assistance authorities the practices adopted and the results obtained in other countries where the same difficulties had had to be overcome.

45. Still as part of the reform plan for the Territory, the Mission hoped that the national assemblies set up as a result of those elections might draw up constitutions establishing democratic institutions. It also hoped that, as a result of the progress made in 1960 and 1961, the Administering Authority would be able to request the United Nations General Assembly at its 1961 session to discuss the question of the independence of Ruanda-Urundi.

46. With regard to relations between Ruanda and Urundi, the Mission suggested that the projected meeting should also study the possibility of establishing satisfactory links between the two States.

47. The Visiting Mission pointed out that the peoples of Ruanda and Urundi had actually always considered themselves as foreign to each other—in the past they were enemies and hostile to each other, and nowadays generally indifferent or distrustful. It could not help noting that there was a strong feeling in the Territory that the separate personalities of Ruanda and Urundi should be respected. It considered that the sensibilities of the people could not be dismissed lightly, and it therefore felt that it would be a mistake for the United Nations to attempt to impose unification on the two States prematurely. In that respect, it shared the view of the Administering Authority that the problem of relations between the two States should be settled by the representatives of Ruanda and Urundi without outside pressure. It added that while it might be tactless for the United Nations to make more specific recommendations in that field, there was little doubt that in the long run the interests of Ruanda and Urundi would be better served by any arrangement which would avoid the splitting up of the Trust Territory into smaller units.

48. The Mission also recommended to the competent authorities that a United Nations mission be sent as early as possible to Ruanda-Urundi to help the Administration with the development of the Territory. It pointed out that such a mission would be in harmony with the wish often expressed in the Territory that the United Nations should show its continuing interest in Ruanda-Urundi by some tangible assistance in the Territory. It stated that in its last talk with the Minister for the Belgian Congo and Ruanda-Urundi, which the Minister for Foreign Affairs had attended, both Ministers had stated that the Belgian Government had no objection in principle to the dispatch of a technical assistance mission and, at the time of adopting its report, the Mission had learned with satisfaction that negotiations had begun concerning such a mission.

49. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

(a) *National reconciliation and general conference*

*The Council, reiterating its view that the problem of national reconciliation is of the utmost urgency, endorses the opinion of the Visiting Mission that a conference comprising representatives of all sections of political opinion and of the Administering Authority could play a major role in achieving that end.*

*While noting the statement of the Administering Authority that it intends to hold such a conference, probably in October 1960, the Council recommends that the Administering Authority should consider holding the conference earlier. It emphasizes the need for ensuring that it is fully representative of all political groups. It stresses that nominees of all political parties should be freely able to attend, and welcomes the Administering Authority's assurance that it will do everything possible to ensure the representative character of the conference.*

*The Council appeals to all parties and political leaders of Ruanda-Urundi to approach the conference in a spirit of compromise and without rancour and recrimination. It invites them to make an effort at mutual understanding in order to guarantee to Ruanda-Urundi*

a normal democratic development. The Council hopes that in the interval before the Conference the political parties will pursue their activities in a peaceful manner and that they and the Administering Authority will do everything possible to further the process of national reconciliation.

The Council considers it desirable that United Nations observers be invited to attend the conference. It notes the statement of the Administering Authority that it will study this suggestion very carefully.

The Council endorses the view of the Visiting Mission that it is politically highly desirable to adopt as soon as possible amnesty measures with regard to the events of November 1959, and notes with satisfaction the Administering Authority's statement that it has no objection in principle to a general amnesty.

Noting further that the question of an amnesty will be among the matters discussed at the proposed conference, the Council urges the Administering Authority to keep the possibility of earlier amnesty measures constantly under review as well as the possible need for ad hoc measures to enable individual representatives to attend the conference.

#### (b) National elections

The Council welcomes the Administering Authority's intention to hold early in 1961 elections on the basis of universal adult suffrage, and under the supervision of the United Nations, for the purpose of constituting national assemblies for Ruanda and Urundi. It notes that the arrangements for these elections will be discussed at the conference to be held later in 1960. The Council considers that these elections should be based on direct universal suffrage and should be held, as far as this is practicable, simultaneously in Ruanda and in Urundi.

#### (c) Communal elections

The Council notes that the Administering Authority intends to hold communal elections in Ruanda and in Urundi after holding separate consultations with the provisional special council of Ruanda and political leaders of Urundi.

It notes that the two representatives of the Union nationale ruandaise (UNAR) on the provisional special council of Ruanda have not attended the meeting on Ruanda held in Brussels from 30 May to 7 June 1960 and that the Executive Committee of UNAR has stated that the members of UNAR will not participate in the communal elections scheduled to take place in Ruanda between 27 June and 30 July 1960.

The Council considers that it would have been preferable to hold the general conference now envisaged for October 1960 before the communal elections, with the object of ensuring that these elections were held in the best possible condition with the agreement of all political parties. It notes, however, the assurance of the Administering Authority that the only objective of the communal elections is the choice of communal councillors and burgomasters, and that these elections will be regarded as being of an administrative, rather than political, nature. The Council considers that these communal elections should not be used as a basis for further elections to national legislatures.

#### (d) Attainment of the objectives of Trusteeship

The Council welcomes the statement of the Administering Authority that, following national elections to be

held early in 1961 under United Nations supervision, it intends to hold a meeting with the representatives of the Governments of Ruanda and Urundi, to discuss the further constitutional development of the Trust Territory leading to its independence.

It notes with satisfaction that the Administering Authority envisages inviting United Nations observers to attend this meeting. The Council requests the Administering Authority to report on the results of this meeting to it during the course of 1961. It hopes that this meeting will take into account the demand for independence at the earliest date and that the question of the independence of Ruanda-Urundi will be included on the agenda of the sixteenth session of the General Assembly at the latest.

The Council notes that the nature of the future relationship between Ruanda and Urundi will be discussed at the conferences to be held in 1960 and 1961. Noting the views of both the Administering Authority and the Visiting Mission that this problem should be settled by the representatives of Ruanda and Urundi themselves, it wishes to emphasize and to draw to the attention of the political leaders of Ruanda-Urundi the dangers inherent in extreme particularism and the desirability of working out durable common political institutions and a common destiny. In view of the essential community of interests and the facts of history and geography, the Council is convinced that the best future for Ruanda-Urundi lies in the evolution of a single, united and composite State with such arrangements for the internal autonomy of Ruanda and Urundi as may be agreed upon by their representatives.

#### ADMINISTRATIVE UNION WITH THE BELGIAN CONGO AND RELATIONS WITH THE REPUBLIC OF THE CONGO

50. Hitherto, Ruanda-Urundi has formed an administrative and customs union with the Belgian Congo.

51. The Government statement of 10 November 1959 proposed abolishing the arrangement by which Ruanda-Urundi was subordinate to the Governor-General of the Belgian Congo and restricting the administrative union of the two Territories purely to affairs of customs and finance and certain technical matters.

52. The Visiting Mission pointed out that the fact that the Belgian Congo was to become independent on 30 June 1960 had changed the situation radically. The instruments establishing the administrative union would become obsolete. There were, however, certain immediate technical problems which would require at any rate a provisional solution before 30 June 1960:

(a) Since law and order is maintained in Ruanda-Urundi by the police force of the Belgian Congo, what arrangements would be made for the maintenance of law and order in Ruanda-Urundi after the Belgian Congo became independent until such time as Ruanda-Urundi had trained its own security force?

(b) What provisions were to be made with regard to money and banking since Ruanda-Urundi used the currency of the Belgian Congo and the Central Bank of the Belgian Congo and Ruanda-Urundi served both countries?

(c) Was the Belgian Congo Ruanda-Urundi customs union to be simply dissolved or was it to be maintained in some form or another?

(d) Would any elements of the administrative union with the Belgian Congo be retained, for instance



with respect to postal, telegraph and telephone services, public works, research institutions such as the Institut national pour l'étude agronomique du Congo belge (INEAC), and so on?

53. The Mission put these questions to the Minister for the Belgian Congo and for Ruanda-Urundi when it was in Brussels on 28 April 1960. No reply had been received by the date on which its report was adopted.

54. The Mission pointed out that Ruanda-Urundi had been represented by a delegation of seven observers at the Economic, Financial and Social Conference on the Belgian Congo, held at Brussels from 27 April to 16 May 1960.

55. At the conclusion of the conference, a joint commission, which included delegates of Ruanda-Urundi, was set up to investigate legal measures for ensuring administrative continuity in the economic, customs and taxation fields and to consider the general problem of relations between the Congo and Ruanda-Urundi.

56. The General Council of Ruanda-Urundi adopted on 1 June 1960 a resolution in which it considered that it was desirable in the very interests of Ruanda-Urundi not to prejudge the future by cutting the bonds with the Congo which they might wish to re-establish two or three years hence and which would then be very difficult to re-establish. Thenceforth, it expressed the wish that the economic, customs and fiscal union existing at the present with the Belgian Congo should be extended, first by legislative provisions for a maximum period of four months, and then by one or several conventions concluded for an undefined period, so long as each party might put an end to it by prior notice of six months and by means of certain other conditions.

57. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council, noting that with the attainment of independence by the Republic of the Congo on 30 June 1960 the administrative union between Ruanda-Urundi and the Congo will be dissolved, invites the Administering Authority to provide the General Assembly at its fifteenth session with information concerning the final arrangements for the abolition of this union.*

*The Council notes that a joint commission of representatives of the Congo and of Ruanda-Urundi is examining the question of temporary technical, fiscal and economic arrangements between the Congo and Ruanda-Urundi.*

*The Council requests the Administering Authority to inform the General Assembly in time for consideration at its fifteenth session, of any provisional arrangements which may be entered into on behalf of Ruanda-Urundi with the newly independent Republic of the Congo.*

#### DEATH OF MWAMI MUTARA III OF RUANDA

58. On 25 July 1959, Mwami Charles Mutara III Rudahigwa died suddenly from a cerebral haemorrhage. The news of his death immediately spread throughout the country and political propaganda in several regions gave credit to the rumour that he had been poisoned. On the day of his burial, 28 July 1959, the spokesman of the guardians of the customs (*Abiru*), at the invitation of the Vice-President of the High Council of the country, proclaimed that the choice of Mwami Mutara had fallen on his half-brother, Jean-Baptiste Ndahindurwa, as his successor under the name of Kigeli V. The Governor, after Ndahindurwa undertook to rule

as a constitutional Mwami, ratified this choice preferring an immediate solution to certain political chaos which would have endangered the institution of the monarchy itself. The circumstances of the ascension to the throne by Kigeli V as well as the political agitation which followed in August, September and October 1959 have been described in the report of the 1960 Visiting Mission.

#### THE DISTURBANCES OF NOVEMBER 1959 IN RUANDA

##### (a) *Course of the incidents*

59. In November 1959 a series of violent incidents occurred in Ruanda. In the view of the 1960 Visiting Mission, three major series of actions emerged from a study of the incidents. There were first of all, between 3 and 14 November, a series of attacks by the Hutu against the Tutsi, in the course of which more than 5,000 dwellings belonging to the Tutsi were plundered and set fire to by bands of Hutu. Then, from 6 to 10 November, there was a counter-attack by the Tutsi against the Hutu in which commandos organized by the Tutsi attacked and killed a number of Hutu leaders. The third series of actions consisted of the measures taken by the Belgian authorities to put an end to the disturbances. In the first few days of the disturbances the security forces available proved inadequate to restrain the Hutu arsonists, but strong security measures, including the arrival of several companies of gendarmes and para-commandos and the proclamation of military rule (*régime d'opération militaire*) and a state of emergency throughout the whole of Ruanda, were put into effect on 7 November, and by 14 November it could be said that quiet had been restored in the country. A more detailed description of these three series of actions is given in the report of the Visiting Mission.<sup>3</sup>

60. According to the information received by the Visiting Mission, there were about 200 dead and 317 wounded, but the Mission estimated that the actual figures must have been much higher. The number of refugees, nearly all Tutsi, amounted to more than 7,000. As a result of the disturbances, 1,143 persons were arrested, of whom 1,013 had been tried by 13 March 1960 by the Military Court which, under the state of military regulations handled all criminal cases.

##### (b) *Causes of the disturbances*

61. In its report the Visiting Mission outlined the views of the main political parties in Ruanda concerning the causes of the disturbances in November. The Association pour la promotion sociale de la masse (APROSOMA) and the Parti du mouvement de l'émancipation hutu (PARMEHUTU) considered the underlying cause of the disturbances to be the Hutu-Tutsi problem, i.e., the problem arising out of the injustices of a feudal society in which the Hutu, who formed 85 per cent of the population, were dominated by a Tutsi minority. They contended that the Tutsi ruling class was opposed to any reform designed to improve the existing state of affairs, that it had recently established a political party, UNAR, whose aim was the extermination of the leaders of the Hutu movement, and that the acts of intimidation and terrorism carried out by UNAR during September and October had met with violent reaction on the part of the Hutu. UNAR regarded the "policy of division" pursued by the Administration as the main cause of the November

<sup>3</sup> T/1538, paras. 194-222.

crisis. It asserted that, in order to delay the moment for the emancipation of Ruanda, the Administration had made the Hutu parties believe that the Tutsi were against the introduction of democratic ideas and that the only way for the Hutu to liberate themselves from their former servitude was to do so under Belgian administration. It accused the Administration of encouraging the Hutu leaders to set up organizations based on racial hatred and to resort to violence in order to achieve their political aims.

62. The Mission reported that the views of UNAR coincided with those of the Mwami Ruanda and that, while the Resident-General had refrained from expressing an official opinion on the immediate causes of the disturbances, officials in his Administration had not concealed their sympathy for the opinions expressed by the Hutu parties. It also stated that the Catholic missions seemed to be divided on the subject. While the official attitude of the Church might appear favourable to the Hutu parties on questions of social reform, several influential Catholic dignitaries were in sympathy with UNAR, as were most of the representatives of the Protestant missions.

### (c) *The refugee problem*

63. More than 5,000 dwellings were burned down during the disturbances. The number of refugees, almost all of them Tutsi, was over 7,000. In some areas they were able to return once the height of the disturbances had passed, but in others, particularly in the Ruhengeri district, the Hutu population opposed their resettlement. To deal with this problem, the Administration decided to establish a reception centre at Nyamata, near Kigali, where more than 5,000 refugees were resettled.

64. UNAR vigorously protested against this measure as amounting to deportation. The Administration explained that it was not possible to resettle the refugees in some areas on account of the fierce opposition of the local population, that the reception centre at Nyamata was operated at considerable cost and with great care and that only those refugees who had voluntarily expressed the wish had been settled there.

65. In March and April 1960, some Hutu set fire to other Tutsi dwellings in the districts of Biumba, Kisenyi and Astrida. As a result of these further burnings, by 19 April 1960 the number of refugees was 22,000.

66. The Visiting Mission noted this aggravation of the refugee problem with grave anxiety and expressed the hope that the Administration would take all the necessary measures to prevent a recurrence of such incidents. As regards the fate of the refugees, the Mission noted the reasons which had led the Administration to settle some refugees in new development areas. However, it felt that, in spite of the precautions taken to ensure the welfare of displaced persons, the proposed solution could only be second best and that efforts should be made, as far as possible, to reintegrate refugees in their region of origin. Noting that the success of such an undertaking depended essentially on the co-operation of the local Hutu populations and of the Tutsi refugees themselves, it expressed the hope that the leaders of all the political parties would co-operate fully with the local authorities in order to facilitate the reintegration of refugees. At its twenty-sixth session, the Council was informed that at the end of the month of April, several thousand Tutsi refugees were resettled

in the sub-chiefdoms from which they had been expelled in March.

### (d) *The problem of interim authorities*

67. During the November disturbances, many Tutsi chiefs and sub-chiefs were killed or driven from their posts. After the disturbances, others were removed from office by the Administration or arrested by the judicial authorities for having taken part in attacks against the Hutu. Others resigned voluntarily in the face of opposition from the local Hutu population. In filling the vacant posts, the Administration chose Hutu by preference. While on 1 November 1959 there were no Hutu chiefs in Ruanda and only ten or so Hutu sub-chiefs, by 1 March 1960 there were twenty-two Hutu chiefs and 297 sub-chiefs as against twenty Tutsi chiefs and 217 sub-chiefs.

68. The Administration informed the Visiting Mission that, because of the excited state of public opinion, it had had to take into account the preferences of the population in appointing interim authorities, and that had naturally led to the appointment of Hutu in the solidly Hutu areas. It pointed out that the procedure had the advantage of allowing some 200 Hutu a chance to show whether they might ultimately be suited for political office, without making commitments for the future, since the election could always right any unfortunate choice.

69. While noting the reasons given by the Administration, the Mission observed that the replacement of Tutsi chiefs and sub-chiefs by Hutu had caused bitterness among the Tutsi and consequently had not helped to diminish antagonism between the two races. Furthermore, the Mission was informed that often the new chiefs and sub-chiefs did not possess the competence of those they had to replace. It took note of the assurance given by the Administration that it would take the utmost care in that matter and would not make any further replacements except where absolutely necessary; and it expressed the hope that, with the introduction of the elective principle, the problem of interim authorities would disappear.

### (e) *Special Resident system*

70. On 11 November, in order to facilitate the restoration of order in Ruanda, the Resident-General declared a state of emergency throughout the country. On 5 December he decided to place the country under a "Special Resident system" whereby a Special Resident would continue to hold the extraordinary powers created by the state of emergency. The Resident-General explained that the measure had been decided upon in order to facilitate the maintenance of order, the preparations for the forthcoming elections and the establishment of the new institutions announced in the government statement, and that the Special Resident would continue to exercise his extraordinary powers for as long as was necessary.

71. The Visiting Mission took note of the reasons given by the Resident-General but believed that any unnecessary continuation of the Special Resident's powers to suspend or restrict certain fundamental rights would in the long run not be conducive to reducing the political tension reigning in the country. Furthermore, noting that the existence of that system could not fail to provoke criticisms concerning the validity of the communal elections, the Mission sincerely hoped that the Administration would examine the possibility of ending the emergency régime as rapidly as possible.

#### (f) *Amnesty and national reconciliation*

72. During and after the November disturbances, many people were arrested and sentenced. Some of the UNAR leaders fled to Tanganyika and Uganda to avoid prosecution. Several of them were sentenced *in absentia*. In addition, a number of people were placed under a system of prescribed residence.

73. The Mission felt that it was highly desirable from the political point of view for amnesty measures with regard to the events of November to be adopted as soon as possible, since it was convinced that without such measures national reconciliation would be difficult. The Mission understood that the Administration was not opposed to the idea of amnesty measures if they could lead to a real and effective national reconciliation. In that connexion, the Mission recalled that one of the essential conditions for the success of a round-table conference or any other attempt at conciliation was the assurance that the participants in such negotiations should indeed be the true representatives of the political parties, even if they happened to be refugees abroad or to be involved in sentences or judicial proceedings connected with the recent disturbances in Ruanda. After pointing out that the UNAR leaders who had taken refuge in Tanganyika had requested that some of them should be members of the UNAR delegation to the round-table conference in Belgium, the Mission emphasized the desirability of reintegrating the UNAR leaders into the normal political life of the country, especially as UNAR was accepted by many as the nationalist party of Ruanda.

74. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

##### (a) *General*

*The Council, noting with regret the tragic events of November 1959 and the state of tension and unrest which still exists in Ruanda, is convinced that national reconciliation is the most pressing need of the Trust Territory. It urges the Administering Authority, the political leaders and the people of Ruanda-Urundi to work together for this purpose, for the rapid restoration of normal conditions, and for the attainment of independence based on democratic institutions at the earliest possible date.*

##### (b) *Refugees*

*The Council notes with regret that as a result of the November 1959 disturbances, several thousands of inhabitants of Ruanda have been forced to leave their homes and take refuge elsewhere; it further notes the information given by the Administering Authority on the progress made in the resettlement or reintegration of these refugees.*

*The Council considers it most important that this resettlement and reintegration of refugees should be carried out as quickly and smoothly as possible, and that wherever practicable the refugees should be enabled to return to their former homes and should receive compensation for their losses. It considers that a policy statement on these lines may have a salutary effect on the morale of the people and help considerably in the process of national reconciliation.*

##### (c) *Special régime in Ruanda*

*The Council notes the existence in Ruanda of a special régime under which extraordinary powers are held by a Special Resident. It notes the statement of*

*the Administering Authority that the restrictions made possible under this régime are in fact no longer applied. It also notes the statement of the Administering Authority that no political party is prevented from participating in the communal elections and that in fact UNAR is holding political meetings and is presenting candidates.*

*While noting that the Administering Authority considers that the Special Resident must retain these extraordinary powers as long as the situation requires, the Council endorses the Visiting Mission's opinion that any unnecessary continuation of the Special Resident's power to suspend or restrict certain fundamental rights will in the long run not be conducive to reducing the political tension now reigning in the country. It expresses the hope that the Administering Authority will bear in mind the desirability of ending this régime at the earliest possible moment.*

#### THE POLITICAL PARTIES

##### (a) *The parties in Ruanda*

75. According to the 1960 Visiting Mission, there are now four main political parties in Ruanda: the Association pour la promotion sociale de la masse (APROSOMA), which was established late in 1957 and became a political party early in 1959; the Union nationale ruandaise (UNAR), which was established on 3 September 1959; the Rassemblement démocratique ruandais (RADER), which was established on 14 September 1959; and the Parti du mouvement de l'émancipation hutu (PARMEHUTU), which was established on 9 October 1959.

76. Both APROSOMA and PARMEHUTU have as their aim the advancement of the Hutu. They are militantly opposed to the injustices of a feudal society in which the Hutu, who constitute approximately 85 per cent of the population, are enslaved by a Tutsi minority to which all privileges are reserved. They reject immediate independence and demand, prior to independence, the introduction of democratic institutions, judicial reforms, changes in the land-tenure system, and the economic and social advancement of the peasant masses. On the question of the monarchy, they would accept a constitutional monarchy provided that the Mwami was not the symbol, the instrument or the prisoner of the reactionary Tutsi oligarchy. If these conditions cannot be met, they advocate the establishment of a republican régime.

77. The RADER party feels that the Hutu were justified in their desire for emancipation but criticizes the racist attitude adopted by the Hutu parties. When it was formed in September 1959, RADER advocated internal self-government by 1964 and independence by 1968. However, in a memorandum sent to the Visiting Mission on 14 March 1960, it stated that the country might become independent towards the end of 1963. RADER advocates a constitutional monarchy but has some doubts about the present Mwami since he appears to be the prisoner of a political party.

78. UNAR has described itself as a traditionalist, monarchist and nationalist movement. In its view, the fact that the ruling classes in Ruanda are mainly made up of Tutsi is due to historical factors and to the actions of the Administering Authority. It regards this as a social, economic and political (but not racial) problem which can be solved through the emergence of democratic processes in the State. It is in favour of democ-

racy and a constitutional monarchy and would, on the latter question, agree to the holding of a referendum. It wants immediate independence and the termination of Belgian trusteeship.

79. The Visiting Mission pointed out that, according to all indications, UNAR and the two Hutu parties have a great hold on the people, whereas RADER, which certainly has a remarkably capable and active executive committee, does not yet seem to have any great influence on the mass of the people.

80. In addition to the four political parties, there are a number of small local parties which have been established very recently. These include:

The Union des masses ruandaises (UMAR);

The Mouvement pour l'union ruandaise (MUR);

The Association des Bahutu évoluant pour la suppression des castes (ABESCA);

The Mouvement monarchiste ruandais (MOMOR);

The Union des Aborozi africains du Ruanda (UAARU);

The Union des intérêts communaux à Kinyaga (UNINTERCOKI);

The Alliance des Bakiga (ABAKI).

#### (b) *The parties in Urundi*

81. At the time of the Visiting Mission's departure from the Territory, there were ten political parties in Urundi:

The Union nationale africaine du Ruanda-Urundi (UNARU);

The Unité et progrès national (UPRONA);

The Parti du peuple (PP);

The Parti démocrate chrétien (PDC);

The Mouvement progressiste du Burundi (MPB);

The Union des masses ruandaises (UMAR);

The Voix du peuple murundi (VPM);

The Démocratie nationale du Burundi (DNB);

The Parti démocratique des jeunes travailleurs du Burundi (PDJTB);

The Parti démocratique rural (PDR).

82. The first two of these parties were established in September 1959; the others during the first three months of 1960. Most of them have grouped themselves, according to their sympathies, into two congresses: one made up of MPB, PDC, PP, UDP and VPM; and the other of UPRONA, VPM, DNB and PDJTB.

83. On 19 March, the five-party congress adopted a joint programme in which, with regard to independence, it expressed the wish that a period of democratization should precede independence and considered that at the present time it would be unwise, and indeed impossible, to fix any date for accession to independence.

84. The four-party congress, a few days later, also adopted a joint programme in which it called for independence in the near future in view of the fact that it was unthinkable for Urundi, a Trust Territory, to remain outside the group of African countries which had obtained independence or were on the point of doing so. In this connexion, the Visiting Mission pointed out that, in February 1960, the High Council of Urundi had requested independence for Urundi by 21 June 1960 and had strongly criticized the Interim Decree of 25 December 1959.

85. Although UNARU took part in the four-party congress, it refused to sign the joint programme because of the question of the voting rights of aliens. VPM took part in the two congresses and endorsed the conclusions of both. PDR, which had been founded at the end of March, was unable to participate in either of the congresses. It submitted a memorandum to the Visiting Mission in which it advocated independence at a not too distant date.

86. The Visiting Mission noted that the situation with respect to Urundi's political parties was still fluid and that it was impossible to determine what influence they had over the people. It had, however, found many signs that two of the parties, UPRONA and PDC, had already acquired considerable importance.

#### AFRICANIZATION OF THE CIVIL SERVICE

87. According to the information submitted by the Administration to the 1960 Visiting Mission, the appointment of Africans to all administrative posts in place of European officials is the object of a programme which is being carried out principally among the staff of the territorial, agricultural, veterinary and medical services. In these four branches there are at present nearly 290 officials of the fourth category of the public service and one of the third category who were born either in Ruanda or in Urundi. Belgian personnel assigned to these four branches as at 31 December 1959 included 215 officials of the fourth category and 212 of the third category. Between now and the end of 1960, fifty more persons from Ruanda and Urundi will enter the fourth category.

88. Various measures are in preparation to speed up and intensify the process of filling the higher ranks of the Administration with persons drawn from Ruanda and Urundi. These measures will enable the best qualified persons from the lower categories to secure appointment to higher posts.

89. The Resident-General's staff is at present contemplating a measure which will enable members of the customary authorities and the best-qualified Ruanda and Urundi officials of the Administration to take a training course that will fit them for posts of responsibility and authority.

90. Apart from these purely practical measures to speed up the Africanization of the Administration, mention should also be made of the prospective candidates for the higher ranks represented by the students from Ruanda and Urundi, who are attending Belgian and Congolese universities, the School of Administration of Astrida, special sections of the Astrida School Group and the various kinds of secondary schools.

91. The Africanization of the higher ranks of the army and the police is also contemplated. The Administration considers that the goal for Ruanda-Urundi should be the formation of two battalions, i.e., a total strength of sixty-four officers and 1,200 non-commissioned officers and men, and that it should be possible for the Congolese members of the forces to be completely replaced by the end of 1963.

92. The Visiting Mission considers that the Africanization of the public service should be accelerated and that the establishment of a law-enforcement service for Ruanda-Urundi completely staffed by local inhabitants is a matter of particular urgency.

93. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

While noting the progress that has been made in the Africanisation of the Public Service, the Council considers that this process should be still further accelerated. It also considers that an intensive and comprehensive programme should be adopted in order to train more local civil servants for higher positions and to expand facilities for secondary, vocational and higher education. It recommends that the establishment of a police force completely staffed by indigenous inhabitants be treated as a matter of particular urgency. The Council expresses the hope that the Administering Authority will take full advantage of the facilities available in the United Nations and the specialised agencies for the training of civil servants as well as of the possibilities existing under the OPEX (operational and executive personnel) programme for strengthening the civil service in Ruanda-Urundi.

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

#### GENERAL

94. The representative of Burma stated that though the Administration's efforts to promote the advancement of the inhabitants of the Trust Territory were laudable in many respects, the political awakening of the people of Ruanda-Urundi had so far outdistanced the measures taken by the Administration in the humanitarian fields, that the great majority of the plans and projects which it had in the past leisurely formulated would need to be revised drastically and changed.

95. The representative of the United Kingdom of Great Britain and Northern Ireland, noting the highly complex situation which the Territory faced, observed that it was an oversimplification to suggest that independence and democracy were one and the same thing. The Administering Authority had the duty to do its best to see that the ordinary people should enjoy individual freedom. On the other hand, the Belgian Government was seeking to help the people of Ruanda-Urundi to achieve the goals of trusteeship at the very earliest possible moment, and it would be contrary to the established facts to suggest that Belgium was trying to delay the independence of the Territory.

96. The representative of China stated that the Territory was at the threshold of importance and decisive changes in its political development. He hoped that the political reforms leading to the independence of the Territory would be able to be carried out without impediments. He stated that if political tension and violence did not give way to calm and order in the Territory, and if pressing issues were to be put on one side, it would be a real threat to the future independence of the Territory.

97. The representative of India thought that there should be no real conflict between the demand for immediate independence and that for democratic institutions, and the very fact that these demands were put forward in contradistinction, showed the extent of mutual fear and distrust among the main elements of the population, namely Hutu and Tutsi.

98. The representative of Paraguay was of the opinion that the two large movements in the Territory—the national aspiration towards independence and the national aspiration to establish democratic institutions—could not be stopped and were not mutually exclusive, but could be and must be integrated.

99. The representative of the Union of Soviet Socialist Republics stated that the forthcoming independence of the Belgian Congo which had evolved from the background of the great movement towards national liberation on the part of all African peoples and the establishment of new African States, had resulted in the political and patriotic awareness of the political elements in the Trust Territory calling for immediate independence for Ruanda-Urundi and the implementation of democratic reforms in all spheres of life. He stated that the Belgian authorities had never in the past intended and did not intend to liquidate the feudal system in the Territory and only if the people themselves took matters into their own hands would it be possible to bring about the necessary reforms. In his opinion, without liberation from colonial domination and the attainment of independence, the people of Ruanda-Urundi would be unable to free themselves from their feudal chiefs because the Administering Authority was intentionally strengthening the backward feudal system in order to put it to its own service in maintaining its authority in the Territory.

#### NATIONAL RECONCILIATION

100. The representative of Burma stated that the political climate prevailing at the present moment was charged with dangerous portents. Unless national reconciliation was brought about immediately, the situation would go from bad to worse. He was convinced that if Belgium took a larger and more active part in this reconciliation of the conflicting political differences existing between the various parties, and if the leaders of these parties would suppress their personal jealousies and party prejudices, and were prepared to declare that their next step towards their common destiny would be taken without recourse to violence and vituperation, the future of Ruanda-Urundi would be assured. In this connexion, he pointed out that the Council had not thus far received any indication from the Administering Authority that the *Union nationale ruandaise* (UNAR), a strong nationalist party, would be entirely forgiven and taken back into the fold of the constitutional framework during the Territory's struggle for independence. He thought that the time was not too distant when Hutu and Tutsi would realize that as they have been able to live in peace in the past, their future would very much depend on their readiness to forget the unfortunate November disturbances and to forgive each other. And this they would be able to do if there was no tension in their country and if the military régime, which they detested vehemently, was ended immediately.

101. The representative of China stated that for any reforms to be successfully carried out, it would be extremely urgent and necessary that mutual confidence among the various parties be first restored above everything else. He believed that to make national reconciliation a success it would be necessary for all political leaders of the whole Territory to meet together in an atmosphere conducive to its objective.

102. The representative of India considered that the central fact, the core of any future peaceful and orderly political advance in Ruanda-Urundi towards independence, must be reconciliation between the main elements of the population.

103. The representative of Italy stated that the main immediate problem arising out of the November outbreaks, which required a solution even before a sound political reorganization of the Territory might be



undertaken, was the delicate one of attaining full pacification to reach a lasting conciliation in Ruanda and a complete *détente* in Urundi. Especially important points in this respect were the cessation of the emergency régime, the integration of refugees and the granting of an amnesty.

104. The representative of the United States of America considered that national reconciliation could be achieved in the Territory at any moment, if suitable arrangements were made to deal not with some political groups but with all political groups—in or out of exile—which have a vital interest in the Territory's future.

105. The representative of Australia accepted the statement of the representative of the Administering Authority that the Authority was interested more than anyone else in achieving frank and true reconciliation between the various factions in Ruanda and that it would continue to have conversations with all representatives of all factions of public opinion in the Territory in order to achieve that end.

106. The representative of New Zealand considered that reconciliation clearly depended on full co-operation among all major political parties and between these parties and the Administration. He further stressed the need for complete impartiality on the part of all concerned with the administering or solving the problem of Ruanda-Urundi. The merest appearance of favouritism or preference must be scrupulously avoided.

107. The representative of the USSR stated that the Administering Authority was trying to set one party against the other and was severely persecuting UNAR, thus fomenting hatred and warfare in the country. This was done in order to prevent Ruanda-Urundi from obtaining either independence or democratic reforms. He noted that having denied requests for the creation of political parties on a national basis, the Belgian authorities had approved the creation of political parties on a tribal basis. The motive behind that had been to pit one tribe against another instead of enabling the whole of the nation to achieve a way of settling and managing its own problems.

108. The representative of the Administering Authority stated that no one was more interested in the atmosphere of calm in the Territory than the Administering Authority itself. The attempts at reconciliation would continue. The fundamental purpose of the meetings planned for the future was that of bringing together all the people in pursuit of the common good and of sincere agreement about possible methods which would allow the solution of all disputes and the turning over of a new leaf.

109. The special representative of the Administering Authority stated that almost all the delegations had admitted that the disturbances had been caused by the tensions existing within the indigenous populations of Ruanda, which might be considered as the beginnings of a civil war. The Governor of Ruanda-Urundi had shown that the problem commonly called the Hutu-Tutsi problem resulted from the inequality of conditions between an economically weak mass and a political aristocracy owning the wealth. He stated further that the spreading of the trouble had been stopped through the devotion of all those who had kept order during those difficult days; but it was thanks to the introduction of substantial reinforcements through the intervention of foreign troops in the Territory that the action of the antagonistic groups had finally been halted.

110. It was clear to the representative of Burma that nationalist opinion in Ruanda demanded, first, the convening of a round-table conference and the holding of communal elections later. No conference would be a success unless those attending were the mass-supported leaders of political parties which had no rancour and no recrimination against each other. He noted that Belgium did not propose to invite the United Nations to the round-table conference.

111. The representative of China thought the Administering Authority would agree with him after further consideration that it would be of immense help not only to the political conference itself but also primarily to Belgium in many ways if its Government could invite the presence of the United Nations to the table of the political conference.

112. The representative of India noted that the round-table conference originally proposed for August was changed into a conference for Ruanda only, held in May, without United Nations observers and without securing the participation of UNAR. Consequently, the decision of this body had neither the weight nor the range that was originally contemplated. The comprehensive conference would now come after and not before the communal elections, and this would not appear to him to be a sound decision.

113. The representative of Paraguay was of the opinion that without the participation of representation of UNAR a conference would make little progress in the field of national reconciliation. He thought that a conference should be held as soon as possible, and that it should include the representatives of political parties freely chosen by them. It should have a broad agenda, should take place in an atmosphere which would ensure the attainment of the best possible results, and should be attended by observers of the United Nations.

114. The representative of the United States of America welcomed the calling of a conference, but hoped that it might meet at an earlier date than presently anticipated, perhaps even as early as the end of August. He suggested that the basis of membership of this conference should not rest on those persons elected at the communal elections but should be chosen from and reflect the true leadership of the various important political parties. In addition, he fully endorsed the Mission's proposal that United Nations observers should be present at that conference.

115. The representative of New Zealand considered that the possibility of a small meeting on Ruanda held in May achieving some degree of national reconciliation before the communal elections, came to an end when UNAR decided not to attend, and not to participate in the communal elections. He thought, however, that it still would be possible to hold a round-table conference of the sort envisaged by the Visiting Mission, although it would now be held in rather less auspicious circumstances.

116. The representative of the USSR noted the conclusion of the Visiting Mission to the effect that on a whole series of questions of principle there was agreement among the parties, and that their political divergences were not substantive. He considered that this was a very important conclusion which the Council should take into consideration. Furthermore, after holding the communal elections, the Administering Authority intended, towards the end of 1960 or at the begin-

ning of 1961, to hold a conference with the participation of the representatives of the political parties. Thus, he saw that the Administering Authority was attempting to postpone this conference again.

117. The representative of the United Arab Republic endorsed the views expressed by the Visiting Mission that all precautions would be taken to ensure that the most highly qualified political leaders would be invited to the round-table discussions and, in particular, that the representation of UNAR would not give rise to any difficulties. He was disappointed that UNAR had not been represented in the restricted Brussels conference preceding communal election in Ruanda, a fact which had deprived the conference of a great deal of its importance. The participation of UNAR, in his opinion, would have ensured the success of the conference.

118. The representative of France felt that the conference should deal with the organization of general elections, legislation and such electoral procedures as would ensure the impartiality of the elections. The thesis of reconciliation might usefully be taken up at that conference. He hoped that persons other than representatives of political parties, eminent personalities in private life, would participate in that work. Regarding the participation of a representative of the United Nations at the conference, he thought that it was not normally part of the mandate of the United Nations to interfere in such problems and everyone was aware of the difficulties that might arise. In any case, such a participation could only be at the specific request of the Administering Authority.

119. The representative of the Administering Authority stated that the Belgian Government was resolved to do everything possible to assure the representative character of future conferences. Concerning the presence of United Nations observers at these conferences, he stated that the Administering Authority would examine with complete objectivity, within the framework of the rights and duties entrusted to it by the Trusteeship Agreement, the usefulness of inviting an observer who, by his mere presence, would be able to exercise a peaceful influence.

#### COMMUNAL ELECTIONS

120. In the opinion of the representative of Burma, the validity of the communal elections had been rightly challenged. One party had condemned them as untimely and undemocratic. Since the military forces of the Administering Authority were still stationed in the Territory, he was afraid that conditions there were not favourable for the holding of free, fair and democratic elections. He did not wish to prophesy the results of these elections, but since their validity had been called into question, the authority and effectiveness of the elected local organs would hardly be great.

121. In the view of the representative of India, the Administering Authority would be wise to postpone—even at this late stage—the communal elections until after the lifting of the emergency and the restoration of normal political activity in the Territory. This would give the Administering Authority time to implement suitable amnesty measures, for it was clear that without the participation of the large number of leaders of UNAR—at present in exile—there could be no real reconciliation or elections which would fully reflect opinion in the Territory. It might be desirable to have

United Nations observation even at the stage of communal elections. The women should not be excluded from these elections and elections based on single or double member constituencies rather than on party lists would be more suitable to the conditions of Ruanda-Urundi.

122. The representative of Paraguay stated that the conditions under which the communal elections would be held in Ruanda were far from satisfactory, and that the existence of an emergency régime could not fail to provoke criticism concerning the validity of these elections.

123. The representative of the USSR pointed out that the Administering Authority was proceeding with the holding of communal elections under emergency conditions in the country and under conditions of the complete domination of the police and the Belgian forces. The UNAR party was persecuted and part of its leadership was in gaol or in exile. In such conditions, it was impossible to speak of holding free elections; these were elections in the colonialist fashion. He emphasized that if these elections were to be held on the basis of the interim decree of 1959 they would not provide for the democratization of the political life and the establishment of the organs of authority on a truly democratic basis. He noted that all women were deprived of the right to participate in these elections.

124. The representative of the United Arab Republic endorsed the view of the Visiting Mission that the communal elections should be held in an atmosphere of calm, freedom and confidence so that the results might not be contested. He now feared that they might be held in an atmosphere of tension and that because of the existence of a state of emergency, the results might be contested, thereby delaying national reconciliation.

125. The representative of France considered that the communal elections were a step towards self-government, that they could contribute towards a settlement of the problem of the interim authorities, that it was important to provide the country with local representative institutions, and that the population still unfamiliar with electoral procedures would be invited, as it were, to a dress rehearsal of what was to come. The presence of troops in the Territory was a guarantee for order, security and social peace. He was pleased to hear that the freedom of assembly had returned and that the various parties could now freely hold their electoral campaigns.

126. The special representative of the Administering Authority wished to reiterate the assurance that in Ruanda the electoral campaign of the parties had opened on 1 June, that electoral publications and tracts were being freely printed and distributed, that public meetings convened on the initiative of the political leaders were free, that UNAR, for its part, had held more of these meetings than any other party, and that in some territories the lists of UNAR candidates were in the majority.

#### THE FUTURE OF THE TRUST TERRITORY

127. The representative of Burma thought that the Belgian administration must have realized now that if it had implemented the General Assembly resolutions relating to the attainment of independence, the problems and difficulties now facing it would not have proved insurmountable. He looked forward to Belgium's readi-



ness to discuss at the 1961 General Assembly session the question of the independence of Ruanda-Urundi.

128. The representative of the United Kingdom noted that the main motive which had prompted the Administering Authority in framing plans leading to the termination of Trusteeship, was a desire to act in accordance with the freely expressed wishes of the people and not in any way to impose its own views. He hoped that the Administering Authority would do everything it could to secure the co-operation of all political parties. If a deadlock between opposing parties developed at any point, the Administering Authority might be able to put forward new ideas, and he urged it to aim at the greatest flexibility of mind in that respect. He was sure that the Administering Authority would devote particular attention to the possibility of any measures which the other parties could accept, and which would have the effect of making it more likely that UNAR would co-operate fully in the programme.

129. The representative of China hoped that when the meeting of the national political leaders took place, they would confer and agree upon the timing of the legislative elections and the conditions under which such elections were to be held. He was confident that the Administering Authority would, in the light of experience and the results of the communal elections, consider very carefully the electoral system for the legislative elections.

130. The representative of India considered that democratic institutions should be introduced immediately, and that the time was long past when there could be a long and leisurely process of democratization before independence. The Administering Authority should prepare a time-table in consultation with the popular representatives and submit proposals for the independence of Ruanda-Urundi and for the termination of Trusteeship; and these could be discussed at the General Assembly session of 1961.

131. The representative of Italy stated that the plan of reforms envisaged by the Administering Authority indicated quite clearly the democratic principles on which the political and administrative machinery planned for the Territory was based. They also indicated a most imaginative effort to adapt the existing traditional patterns in order that they might lead to substantial political and social progress. Further, its implementation would result in the establishment of institutions truly representative of the people, capable of making decisions upon which the future of the Territory would depend. It was his belief that the best hopes for a promising future of progress in the Territory lay precisely in the achievement of major political reforms aimed at establishing the channels through which the peoples might express their will freely and effectively. He was satisfied to note that this was the aim of the Administering Authority.

132. The representative of Paraguay expressed the hope that the idea of creating between Ruanda and Urundi close relations, based on a free choice and not imposed by force, would prevail.

133. The representative of the USSR stated that the reforms proposed by the Administering Authority were completely insufficient. They were minor concessions, semi-reforms which had already fallen behind the times and did not provide for true democratization. The principal defect of this Belgian plan was the absence of any indication regarding a specific date for the granting of independence to Ruanda-Urundi. He considered that

the Administering Authority should immediately introduce universal suffrage without any limitations or restrictions and the election of all responsible organs by means of direct universal suffrage. He could not overlook the fact that the plan did not provide for the effective measures which would guarantee the unity of the country so that Ruanda-Urundi might constitute a single State. Thus, it was possible to conclude that unification of the country was not part of the Belgian plan. He considered that Ruanda-Urundi, in accordance with the Trusteeship Agreement, had to be considered as a single Trust Territory, and that it was necessary to provide such measures as would ensure the unity of the country. He also fully supported the demands of the political parties and organizations of Ruanda-Urundi on the question of granting immediate independence to the Trust Territory. The Trusteeship Council should recommend to the fifteenth session of the General Assembly the establishment of a specific date for the proclamation of independence for Ruanda-Urundi, at the latest in 1961.

134. The representative of the United Arab Republic stated that the Mwami of Ruanda had already expressed his intention of making a constitutional State of Ruanda. He could only note with satisfaction this intention and believed that it reflected in general the aspirations of the people as well as of the political parties. He also stated that the establishment of assemblies in Ruanda and Urundi might provide a solution for the problem of the connexions which had to exist between the two. He would have preferred a common assembly for the whole Territory, but it seemed that for the moment this gave rise to problems, and that it would be better to leave to the people of the Territory, after the elections, the problem of determining the relationship which they wished to establish between the two States. Under these circumstances, he hoped that the question of terminating the Trusteeship Agreement would be envisaged during the sixteenth session of the General Assembly in 1961.

135. The representative of France stated that the future was more important than the past, that is, the possibility for Ruanda to overcome the past crisis and its aftermath and, beyond dissension and fratricidal hatred, to come to independence in reconciliation and the union of all the sons of the land. In Urundi, the situation could be seen from an optimistic view, it was less a question of reconciliation than adaptation of traditional institutions. He noted that the Trusteeship Council was not in a position to adopt any decisions at the present session. He was also less persuaded than the Visiting Mission that the round-table conference should go beyond institutional problems and should deal with the future relations between Ruanda and Urundi. Once the elections had been concluded and the institutions set up, the Administering Authority and the Trusteeship Council would know what to do as regards the wishes of the population in relation to its future: immediate independence and termination of the Trusteeship régime, or independence so phased that other reforms could be introduced if they were needed. For the time being, the Council could only wait. It would be out of place at this stage to fix a time-table for the termination of the Trusteeship System.

136. The representative of the Administering Authority stated that legislative assemblies would be elected by direct ballot on the principle of universal adult suffrage in 1961, and his Government would request the

presence of a United Nations team of observers to supervise these elections. The cornerstone of democratic institutions of Ruanda-Urundi would be the legislative assemblies to be elected in 1961. Then would come the constitution of responsible government. He added that the electoral system envisaged for the general elections would ensure equitable representation of the minorities.

#### ADMINISTRATIVE UNION WITH THE BELGIAN CONGO

137. The representative of China stated that after the independence of the Belgian Congo, the administrative separation of the Territory from its neighbour would leave behind many important technical problems largely in the economic sphere. He considered that it might, therefore, be more appropriate to have the question of the future economic relationship of Ruanda-Urundi with other African countries fully dealt with at the coming meeting of the political leaders and finally decided upon, if necessary, after its own independence. For the period of the *interregnum*, the Administering Authority would have to make certain appropriate interim administrative arrangements in the interest of the Territory.

138. The representative of India expressed the view that any arrangement between Ruanda-Urundi and the Congo as are regarded essential or unavoidable by the Administering Authority should be entered into on a provisional basis only, pending their consideration by the General Assembly at its next session.

139. The representative of Bolivia stated that there should be an arrangement between Ruanda-Urundi and the Congo and that this should be a subject to be discussed at a future conference. This, of course, required the approval of the General Assembly.

#### DISTURBANCES OF NOVEMBER 1959 IN RUANDA

140. The representative of China shared the regrets of others at the unfortunate occurrence of violent incidents in the Territory. It was good to know that the Administering Authority had in a way succeeded in restoring order. He hoped that many of the security measures required by this emergency régime would be removed when tension in the Territory was reduced.

141. The representative of India could not avoid the impression that the Administering Authority had not taken all the precautionary and preventive action that it could have taken before the disturbances actually took place. While appreciating the difficulties, it was his view that much more could and should have been done to prevent the disturbances from assuming the proportions that they did and from causing enormous loss of life and property. He was not sure of the wisdom of the rejection of the Mwami's offer to help restore law and order, at a time when the Administering Authority itself was unable to prevent most serious outrages by Hutu against Tutsi. He also thought that the Administering Authority was not making matters easier by the way it had described the Tutsi leaders as "reactionaries," "feudalists," etc. and the Hutu upheaval as "a popular uprising of the oppressed against the oppressor." He considered that it was necessary that the Administering Authority should hold the scales even in its dealings with various factions, and—which was even more important—should appear to those concerned to do so.

142. The representative of the United States was of the opinion that the violent incidents which had

recently occurred in Ruanda did not reflect a broad popular revolution against social injustice. It could more properly be compared to an incipient civil war—a struggle for power between two factions of the population in anticipation of early independence. UNAR was primarily an African nationalist movement pure and simple. Unconsciously the plea for social justice, which gave rise to the recent violence had become the principal obstacle to the movement for independence, and this was of course most dangerous. The people in Ruanda had been given about as much social reform during the last few months as they would normally be expected to digest. He thought that a society based over the centuries on a feudal system could not be completely reformed overnight.

143. The representative of the USSR was of the opinion that careful measures had been carried out by Belgium in Ruanda-Urundi over many decades for the purpose of maintaining and strengthening the authority of the feudal Tutsi chiefs over the local population. When the explosion finally came, the colonial administration endeavoured to direct anti-colonial, anti-feudal feelings towards strife between the Tutsi and Hutu. He considered that it was impossible not to refer to the rather unsavoury role which was played in the fomenting of tribal warfare by some of the members of the Church. He was deeply convinced that the tragic events in Ruanda would not have taken place if the Administering Authority had not carried out a policy of repression of the nationalist liberation movement, and if it had been concerned for the democratization of the government and administration of the Territory. In his view, the November events had shown that the Belgian colonial authorities were no longer able to maintain the old order of things and that the indigenous population resolutely and emphatically spoke against the colonial régime which supported the feudal system in the country. Those events had fully proved the justice of the point of view expressed by the Conference of the Peoples of Africa, which in December 1958 had condemned the imperialistic tactics of utilizing tribal differences and religious separation for the maintenance of colonial domination in Africa.

#### THE PROBLEM OF THE REFUGEES

144. The representative of India considered that the resettlement of persons wishing to return to their homes in places other than those which had been their homes for decades did not appeal equitable.

145. The representative of Italy appreciated that the reintegration of refugees was a most delicate question because the Hutu insisted that the Tutsi should relinquish their former rights and privileges. However, he expressed the hope that the Administering Authority would spare no effort to overcome these difficulties.

146. The representative of Paraguay considered that greater efforts should be made to resettle the refugees in their region of origin.

147. The representative of the United Arab Republic felt that it was necessary for the Administration to make an attempt to reintegrate the refugees and to resettle them in their original areas.

#### AMNESTY

148. The representative of Burma noted that the representative of Belgium entertained certain doubts and misgivings that an amnesty would further or pro-

mote reconciliation. He considered that these doubts and fears were entirely unfounded and that the Trusteeship Council should recommend strongly that the Administering Authority take immediate amnesty measures to bring about national reconciliation.

149. The representative of the United Kingdom took note of the view of the Administering Authority that at the present moment a general amnesty would not have a pacifying effect, but might lead to renewed violence.

150. The representative of India considered that the lifting of the emergency and suitable amnesty measures would be the most important steps towards bringing about reconciliation and the promise of future harmony and stability in the Territory.

151. The representative of China hoped that many of the political leaders who had left the country to avoid prosecution would soon be able to resume their normal and legitimate political activities in the Territory.

152. On the problems of granting the amnesty, the representative of Italy shared the view of the Administering Authority that a decision on the matter should rest essentially with the parties concerned.

153. The representative of Paraguay stated that it was politically very desirable to adopt as soon as possible amnesty measures with regard to the events of November 1959.

154. The representative of Bolivia considered that efforts towards reconciliation should be continuous and permanent and, for this reason, he considered it equally necessary to have a general amnesty. He did not think that this could be achieved if the Administration excluded an important party of the Territory from its conversations. He also thought it possible to have an amnesty and maintain the emergency powers in the Territory.

155. The representative of Australia had noted the statements of the Administering Authority to the effect that it was not opposed in principle to an amnesty but that in the prevailing situation if the amnesty or the return of exiled leaders were to be interpreted as a "victory" for the UNAR party, there would be a risk of provoking new incidents which would be even more violent.

156. The representative of New Zealand hoped that the Administering Authority would consider the possibility of establishing some avenue of appeal for persons sentenced by the military tribunal for offences in connexion with the November disturbances.

157. The representative of the USSR considered it necessary that the Administering Authority should adopt measures for granting an amnesty and that it should cease persecuting political parties that were clamouring for independence.

158. The representative of the Administering Authority stated that amnesty meant to forget, and this must precede and not follow a reconciliation. It was a possible corollary to it. This reconciliation and this forgetting would be the themes of all the meetings and conferences which would take place. He continued that it was quite untrue that the ideology and aspirations of a nationalist party, UNAR, were not favoured by the Administering Authority. They were in opposition to those of other Ruanda parties, not the Administration. He continued that certain party leaders had to be

brought to justice not because of their ideology and their aspirations, but because they had committed acts against the penal code in common law. Those guilty of such acts, whatever their political loyalty, had been prosecuted and sentenced and would continue to be, because, otherwise, the maintenance of order and public peace, for which the Administering Authority was responsible, would be impossible and democracy itself unthinkable.

#### INTERIM AUTHORITIES

159. The representative of Burma stated that the Administration's reason for filling the vacant posts by Hutu interim chiefs and sub-chiefs were far from convincing and far from sound. To appoint some 200 Hutu to posts for which they had never been trained during the years of Belgian tutelage was to encourage irresponsibility and inefficiency and to court certain danger. In his opinion, such a policy was highly untenable in the context of tense relations between the two major races. The dissolution of the High Council of Ruanda and its replacement by a provisional special council, the composition of which was weighted in favour of three political parties at the expense of one nationalist party, was susceptible to justifiable and legitimate criticism.

160. The representative of China stated that the problem arising from the replacement of tribal authorities had to wait the outcome of the forthcoming communal elections which might finally determine the choices that had been subject to criticism.

161. The representative of New Zealand was confident that care would be taken not unnecessarily to replace the former authorities before the communal elections, which might make the solution more regular.

#### THE MWAMI OF RUANDA

162. The representative of Burma recommended very strongly to the Administering Authority that a White Paper be published immediately in which the Belgian Administration would set forth its dossier concerning the Mwami, and that the Mwami be allowed to answer the imputations levelled against him.

163. In the view of the representative of India, a traditional authority with the reputation, the prestige and the popularity that the Bami command, can be a stabilizing factor of great value. He hoped that the Administering Authority would refrain from taking any precipitate action on this question and would actively discourage any attempt, from any side, to bring this institution into the area of political conflict.

164. The representative of the United States considered that the loyalty of millions of Hutu to their Mwami, Kigeli V, was in fact the key to the restoration of national unity in Ruanda.

165. The representative of New Zealand was of the opinion that there should be no suggestion that officials are in any way opposed to the Mwami, either as an institution or as a person.

166. The Special Representative of the Administering Authority stated that the Administering Authority had constantly enjoined the Mwami to exert his influence to pacify the parties involved and it had given the widest publicity to the proclamations which the Mwami had addressed in this regard to the inhabitants of Ruanda.

167. The representative of the United Kingdom expressed the hope that after independence Belgium would be willing, if it was so wished, to continue to provide aid to the Territory not only in the form of capital but also in the form of personnel to help staff the Administration and for the technical services.

168. The representative of China stated that, in view of the increasing demand for self-government and independence of the Territory, the pace of Africanization of the civil service had to be accelerated.

### III. ECONOMIC ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

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

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

170. The 1960 Visiting Mission pointed out that the ordinary budgets of Ruanda-Urundi had for many years been balanced or shown a surplus. Since 1954, however, and particularly since 1956, the ordinary budget has shown a deficit, and these deficits have been covered either by drawing on the surpluses accumulated in the preceding years or by advances from Belgium or the Belgian Congo.

171. In 1958, ordinary revenue amounted to 903 million francs,<sup>4</sup> and ordinary expenditure to 984 million francs. In 1959, revenue and expenditures in the ordinary budget were estimated at 1,010 and 1,217 million francs, respectively, and in 1960 at 992 and 1,400 million francs. The balancing of the budget was assured by interest-free sums advanced by Belgium, which amounted to 125 million francs in 1958, 270 million francs in 1959 and an estimated 400 million francs in 1960.

172. Among the factors making for increased expenditure, the Visiting Mission especially noted the rise in educational expenditure and the increase, although on a smaller scale, in the expenditure for other social services and in the public debt. Public expenditure in Ruanda-Urundi has also been affected in a marked way by the introduction of a single status in the civil service (elimination of previously existing measures of discrimination between indigenous personnel and expatriate officers) and the reclassification in a higher category of a number of indigenous officers. Political development is also regarded by the Administration as a factor in the increase in ordinary expenditure (decentralization of administrative services, expansion of the security forces, etc.).

173. Revenue has failed to maintain the same rate of increase as expenditure, particularly since 1956, and the Administration thinks that there is little hope of

substantially improving the state of public finances by modifying the tax system.

174. The extraordinary budget of Ruanda-Urundi primarily covers the financing of the capital work and expenditure provided for under the Ten-Year Plan. This expenditure has been in the region of 400 million francs a year. This budget is mainly financed from reimbursable advances made by Belgium at the rate of 400 million francs a year since 1952. In 1958 and 1959 this advance was increased to 600 million francs, and in 1960 to 750 million francs, but during the last three years, a proportion of these advances has had to be used to cover deficits in the ordinary budget. At the end of 1959, the public debt of Ruanda-Urundi stood at 4,630 million francs, of which 3,900 million francs were derived from interest-free loans made by Belgium.

175. The Visiting Mission considers that the state of the public finances of Ruanda-Urundi is grave and that many problems will have to be solved if the Territory's economic and social development is not to be seriously handicapped.

176. At its twenty-fourth session, the Council commended the Administering Authority for continuing to maintain the pace of the country's economic development and for pursuing the execution of the Ten-Year Plan in spite of the deficient budgetary situation and the financial difficulties of the Territory. It recommended that the Administering Authority include in its future annual report all possible details on the preparation of the second ten-year plan and it expressed the hope that this new plan would stress the industrialization of the Territory.

177. The Visiting Mission noted that, at the request of the Belgian Government, the *Association européenne des sociétés d'études pour le développement* had agreed to undertake an over-all survey with a view to the preparation of an economic and social programme for the development of Ruanda-Urundi. This study will be financed by the Development Fund of the Overseas Countries and Territories of the European Economic Community.

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

*The Council commends the Administering Authority for the contribution which it has made to the economic advancement of the Territory especially in the development of agriculture and food and cash crops, anti-erosion and reforestation campaigns, peasant settlements, stock raising, and the construction of roads. Noting, however, that Ruanda-Urundi is still financially dependent upon the Administering Authority, it expresses its confidence that Belgium will continue its financial assistance to the Trust Territory. In this connexion, the Council notes with satisfaction that the advances made to the Territory are subject to no interest or amortization clause.*

*The Council is confident that the Technical Assistance Board, the United Nations, the specialized agencies and the Special Fund will give sympathetic consideration to any request for assistance which may be made on behalf of the Trust Territory. It notes that a technical assistance mission is being dispatched to Ruanda-Urundi and hopes that both the Administering Authority and the Secretary-General will inform it and the General Assembly of the constitution, activities and the results of such a mission.*

<sup>4</sup> Fifty Belgian francs = 50 Congolese francs = \$US 1.

## EUROPEAN ECONOMIC COMMUNITY

179. Ruanda-Urundi is receiving a grant from the Development Fund of the Overseas Countries Territories of the European Economic Community. The sum to be allocated to the Territory over the five-year period 1958-1962 is to amount to a total of 500 million francs.

180. At its twenty-fourth session, the Council, recalling General Assembly resolution 1275 (XII), expressed the hope that the Administering Authority would continue to include as complete information as possible in its forthcoming annual reports concerning the effects of the Trust Territory's association with the European Economic Community on the economic development of this Territory and on its development towards independence or self-government. It noted the statement of the Administering Authority to the effect that Ruanda-Urundi is not a member of the Community and has no obligations under the Treaty of Rome, but that through its association with this Community it benefits, on the one hand, from the financing of certain projects by the Development Fund and, on the other hand, from the effects which the lowering of customs tariffs of members of the Community may have on the export trade of the Trust Territory.

### LAND AND LAND TENURE

181. Out of a total area of 54,172 square kilometres, 33.58 per cent is arable land and 38.20 per cent is pasture land; 66.45 per cent of the total area of the Territory is occupied by the indigenous inhabitants and 0.45 per cent by non-indigenous inhabitants.

182. The Visiting Mission recalled that Ruanda-Urundi was an over-populated country and was overstocked with cattle and that the resulting lack of cultivable land and pasture land was all the more serious because of the fact that most of the land was of poor quality. Moreover, the customary land tenure system was very complex and was the basis on which the social and political organization of the country rested; changes in it affected and were affected by the social and political development of the people.

183. The Working Group on the political problems in Ruanda-Urundi, established in April 1959 by the Belgian Government, felt that a preparatory committee composed of African judicial officers, assisted by Belgian jurists, should be established without further delay in order to draft land legislation consistent with the demands of progress.

184. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council, noting that basic reforms are needed in the land tenure system of the Trust Territory, expresses the hope that the new representative bodies to be constituted in Ruanda-Urundi will give urgent consideration to these problems.*

### AGRICULTURE

185. The Visiting Mission recalled that Ruanda-Urundi had in the past experienced fearful famines, caused mainly by irregular rainfall, and that these famines, the last of which occurred in 1943-1944, had resulted in tens of thousands of deaths. The Mission reported that, in the view of certain officials, if political disorders were to continue and unfavourable climatic conditions were to occur at the same time, famines more

terrible than ever before might occur. Events during the disturbed period in 1959 and the abolition in 1958 of compulsory food crops have resulted in a dangerous decrease in food reserves. The Resident-General pointed out to the Mission that, while in 1956 each inhabitant could find an extra ration of eighty-one kilogrammes of cassava meal, by 1961 that extra amount would have fallen to ten kilogrammes.

186. On the other hand, the Mission recalled that some impressive progress had been made in the Territory; the introduction of new food crops less susceptible to drought, the extension and improvement of traditional food crops, the cultivation of marsh land, the protection of land from erosion, reafforestation, the creation of indigenous agricultural settlements (*pay-sannats*), research in agricultural stations, the building-up of food stocks, etc.

187. By the end of 1959, 113,018 hectares of marsh land had been drained, an area of 6,650 hectares was being irrigated by 3,451 kilometres of channels, and 453,090 kilometres of ditches with hedges, 80,750 kilometres of ditches without hedges and 31,730 kilometres of hedges without ditches had been established as an anti-erosion measure.

188. Attempts at rationalization of agriculture and stock-breeding have led to the establishment, in the less populated areas, of alignment-distribution projects, indigenous agricultural settlements and rural activity zones, in which 13,258 peasants had been settled by the end of 1959.

189. With regard to cash crops, the production of commercial Arabica coffee, which was 23,286 tons in 1957 and 18,404 tons in 1958, increased to 36,045 tons in 1959. This is the highest production figure ever reached in the Territory. This coffee is of excellent quality, and in 1959 the proceeds from its sale made it possible for nearly 1,000 million Belgian francs (\$20 million) to be paid directly to the African planters.

190. Cotton-seed production rose from 6,017 tons in 1958 to 10,343 tons in 1959.

### STOCK-BREEDING AND FISHERIES

191. The Visiting Mission recalled that the ownership of a cow in Ruanda-Urundi had a meaning of greater social than economic significance, and that the Administration had for many years energetically attempted to convince stock-raisers that it would be to their advantage to transform their over-abundant, unproductive and poor-quality cattle into a source of wealth. In that connexion, the Administration had succeeded in reducing animal and cattle diseases and had undertaken a long-term programme to improve cattle by crossing with better strains and improving stock-raising techniques.

192. The Lake Tanganyika fisheries were further developed in 1959.

### INDUSTRIES

193. Industry is still little developed in the Territory.

194. The Territory has no source of fuel. Power and light are supplied by four hydroelectric and five thermal stations. The new hydroelectric power station at Taruka began operating at the close of 1959.

195. At its twenty-fourth session, the Council drew the attention of the Administering Authority to the necessity of accelerating the industrial development of Ruanda-Urundi and, in particular, of establishing secondary industries based on the products of the Territory. It recommended that the Administering Authority intensify its efforts to encourage greater participation by the indigenous inhabitants in industrial enterprises.

196. Mining, which has always been Ruanda-Urundi's leading industry, has been seriously hit for some years by the fall in the world prices of certain items (cassiterite, wolfram) and by the quota system for the production of tin. The mineral output in 1958 consisted of 120 kg of gold, 2,092 tons of cassiterite, 235 tons of wolframite and small quantities of minor ores (tantallite, columbite, amblygonite, bastnasite and beryl). In 1959, the output of cassiterite declined to 1,778 tons. During 1958, 19 per cent of the cassiterite workings and 66 per cent of the wolfram workings were closed. The number of miners decreased from 16,103 in 1956 to 8,364 in 1958.

197. The value of mineral production is falling (270 million francs in 1957, 183 million francs in 1958, and 161 million francs in 1959).

198. The condition of the mining industry improved during the first quarter of 1960, thanks to the feeding of hydroelectric energy provided by the new station at Taruka to the main tin ore mines, the increase in the quotas reserved for mining interests, the maintenance of wolfram prices, and the better grades of quality found in beryl and amblygonite.

199. Geological and mining services were established in 1957.

200. At its twenty-fourth session, the Council recommended that the Administering Authority conclude as quickly as possible the general and systematic inventory of the country's mining resources.

#### COMMERCE AND TRADE

201. Almost the whole of the import and export trade and the wholesale trade remains in the hands of European or Asian firms. There is a growing indigenous participation in retail trade as a result of the increase in the number of trading centres in which only indigenous inhabitants are allowed to carry on business. The number of plots occupied in commercial and trading centres by indigenous traders was 1,605 in 1959, as against 1,577 in 1958. In addition, 581 permits for settled trading in tribal areas were issued to indigenous inhabitants who had set up business outside the commercial centres. The number of plots occupied by non-indigenous traders fell from 1,813 in 1958 to 1,206 in 1959.

202. Chiefdoms and extra-tribal centres can seek credit and grant loans to their inhabitants for the construction, rebuilding, purchase or alteration of agricultural, pasturage, forestry, handicraft, industrial or commercial enterprises.

203. The trade balance, which showed a deficit in 1958 (2,404 million francs in imports and 1,638 million francs in exports) was in equilibrium in 1959 (2,286 million francs in imports and 2,247 million francs in exports). This situation, which is unusual in the Territory, is due to the record coffee exports, to the decline in direct imports resulting from the large stocks left over from 1958, and to the considerable restraint exercised by importers.

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

204. The representative of the Union of Soviet Socialist Republics stated that the financial situation of the Trust Territory continued to worsen. In these circumstances, a question inevitably arose as to the need for a considerable increase in the funds being earmarked by the Administering Authority for the improvement of the financial and economic situation of the Trust Territory. The Administering Authority should provide the necessary assistance to the Territory, pursuant to its obligations under the Trusteeship Agreement, and it should not try to shift this obligation to any international organ or organization, including the United Nations. The Administering Authority should also give assurances that it will not require from the independent State of Ruanda-Urundi any reimbursement of loans formerly made available for the covering of the budget deficit. He considered it particularly important for the Administering Authority to take measures in the remaining time before independence to improve the living conditions of the indigenous population and to develop the economy of the Territory. In his view during the forty years of its administration, the Belgian Government had done nothing to raise the living standard of the indigenous inhabitants which was extremely low.

205. The representative of France congratulated the Belgian authorities for having ensured that Ruanda-Urundi would obtain, in five yearly instalments, an amount of 500 million francs from the Development Fund of the European Economic Community to establish an economic and social programme in the Territory.

#### LAND TENURE

206. The representative of China was of the opinion that while the customary land tenure system needed urgent reforms, it would be wise for the future representative bodies of the Territory to tackle the land problem with vigour at a more opportune time.

207. The representative of the Union of Soviet Socialist Republics stated that, for the purpose of liquidating the feudal system, the Administering Authority should give the land, *de jure* and *de facto*, to those who worked it. The indigenous population was suffering from a lack of land, and nevertheless the Administering Authority had consistently carried out a policy of land alienation and the creation of large plantations for the Europeans.

#### IV. SOCIAL ADVANCEMENT

##### Outline of conditions and recommendations adopted by the Trusteeship Council

##### GENERAL

208. Social services in the Territory are organized by public agencies and non-governmental organizations. The principal public agencies are the medical services and the Service of Indigenous Affairs and Labour. The non-governmental organizations engaged in social work include, besides Catholic and Protestant missions and the Red Cross, the Fonds colonial des invalidités, which deals with industrial accidents, the Bureau for African Housing (*Office des cités africaines*), the King's Fund (*Fonds du Roi*), which contributes to the construction



of housing for certain Africans, and the Indigenous Welfare Fund (*Fonds du bien-être indigène*). This last agency, which derived its initial resources from the reimbursement by Belgium of the war expenditure of the Belgian Congo, provided 63 million francs in 1958, and 62 million francs in 1959, for its work in Ruanda-Urundi. Three-quarters of the quota of the Indigenous Welfare Fund allocated to Ruanda-Urundi in 1959 was devoted to water supply. There are social centres at Usumbura, Astrida and Nyundo, and in 1959 a new one was established at Nyanza. There is also a social and educational centre at Usumbura.

#### HUMAN RIGHTS AND FUNDAMENTAL FREEDOM

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

210. As regards freedom of movement generally, the rules governing transfers were made considerably more flexible in 1957. All that is required for travel to another chiefdom is the chief's visa on the identity certificate, which enables the authorities to keep the census documents up to date. The obligation to obtain a transfer passport now applies only to indigenous inhabitants intending to spend more than thirty days in an extra-tribal area, an indigenous township or an urban *circonscription*.

211. At its twenty-fourth session, the Council noted with satisfaction that the policy of the Administration and the attitude of the great majority of the non-Africans of Ruanda-Urundi were resolutely opposed to any form of racial discrimination, and that the Administering Authority would systematically eliminate all vestiges of real or apparent racial discrimination in the Territory. Recalling its conclusions and recommendations of the twenty-first session, it reiterated the hope that the remaining restrictions on freedom of movement, such as the curfew at Usumbura, would be removed shortly.

#### LABOUR

212. The average number of indigenous wage-earners employed in the Territory in 1958 was estimated at 106,086, as against 111,485 in 1957. The movement of indigenous workers towards the Belgian Congo, Uganda and Tanganyika continued in 1958 and 1959: in 1958, fifty-three workers were recruited for work in the Congo and 2,296 for work in the British Territories, while 2,020 workers migrated spontaneously to the Congo and 30,660 to the British Territories. In 1959, the figures were fifty-three and 2,551 for recruited workers, and 2,551 and 33,660 for spontaneous migrants.

213. The labour legislation distinguishes between a labour contract, which applies to indigenous workers, and a contract of employment, which applies to non-indigenous workers.

214. Since 1 January 1958, the Inspectorate of Labour has been converted into a Labour Service, which deals with all general questions pertaining to

labour. This Service consists of four inspectors, three of whom are itinerant and regularly visit all undertakings.

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

216. In December 1958, believing that the indigenous farmers had acquired the necessary maturity and experience, the Government of Ruanda-Urundi, in agreement with the Council of the State of Ruanda, abolished the compulsory cultivation of minimum acreages of manioc and sweet potato in Ruanda.

#### HOUSING

217. In 1959 the Territory received 3 million francs from the Indigenous Welfare Fund for grants to the indigenous inhabitants for the purpose of housing improvement. In 1958, 266 loans were granted amounting to 4,884,300 francs, and in 1959, 202 loans amounting to 7,946,235 francs.

218. The King's Fund, set up in 1955, makes gifts to deserving indigenous inhabitants whose incomes are still too low for the purchase of a house. Before 1958 only one gift of 1,000 francs had been awarded. In 1958, the regulations were relaxed. Thereafter, 514 gifts totalling 3,215,026 francs were awarded in 1958, and 2,795 gifts totalling 13,324,738 francs, in 1959.

#### MEDICAL AND HEALTH SERVICES

219. In 1958 there were thirty-five hospitals in the Territory (Government, mission and company), with a total of 3,823 beds, ninety-six dispensaries with 1,086 beds and sixty out-patient clinics. There were also sixty-two baby clinics, forty-seven pre-natal clinics, twenty-one maternity hospitals, two sanatoria and one leper hospital.

220. One hospital and four dispensaries were opened in 1959. The number of baby clinics was raised to 157.

221. In 1958, the non-indigenous staff of the Administration medical and health services totalled 107, including fifty-five doctors (thirty-nine in 1957) and eleven nurses (fifteen in 1957). The non-indigenous personnel of missions, company and private centres totalled 125, including thirty-four doctors (thirty-one in 1957).

222. In 1958, the indigenous staff totalled 917, including ninety-two medical assistants, twenty-eight medical assistants in training, 106 registered male nurses, eighty-four assistant male nurses, ninety-one male nurses in training, six nurse-midwives, nineteen health orderlies, 379 assistant male nurses, 109 assistant midwives and three laboratory assistants.

223. The campaign against malaria continued, and a million indigenous dwellings are being disinfected twice a year. The number of cases of malaria has been reduced by half since 1955. The anti-tuberculosis campaign has also continued. In 1959, the CEMUBAC (Centre médicale de l'Université de Bruxelles au Congo) prophylactic team took 74,483 radiographs and gave 257,951 first vaccinations and 50,728 re-vaccinations. The government medical services vaccinated 797,274 persons in 1959.



224. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council notes with satisfaction the progress achieved in the provision of health services during the year under review with special reference to the extension of rural services and rural water supply programmes and the control of certain communicable diseases.*

*The Council expresses the hope that further efforts will be made to provide opportunities for the training of fully qualified African professional staff.*

*The Council commends the observations of the World Health Organization to the attention of the Administering Authority, especially the recommendations for the more thorough integration of curative and preventive services and the development of a pilot area, and draws the attention of the Administering Authority to the offer of WHO to provide assistance in this connexion.*

#### PENAL SYSTEM

225. The annual report for 1958 points out that, while the local experiments of abolishing the penalty of whipping, begun in 1958 and made general in 1957, have not permitted the Administering Authority to decree the abolition of the penalty of whipping altogether, the Administering Authority in 1958 continued its efforts towards the progressive abolition of the penalty. In the near future, when the severity of solitary confinement has been increased through the introduction of dietary restrictions, it will be possible to provide for the total abolition of the penalty of whipping.

226. At its twenty-fourth session, the Council expressed its confidence that corporal punishment in prisons would be abolished in the near future when the reorganization of the penitentiary system, contemplated by the Administering Authority, took place.

### V. EDUCATIONAL ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

227. Apart from a few State schools, schools for the indigenous inhabitants are private and run almost entirely by religious missions. Many of the private schools are subsidized and inspected by the Administration. An agreement concluded in 1948 between the Administration and the missions regulated the system of subsidies and the way in which private schools were to be inspected.

228. According to the Administering Authority's annual report, the estimated expenditure on education in the 1958 budget amounted to 277 million francs, of which 11 million were for general expenditure, 61 million for State schools and 155 million for subsidized private schools. To these figures must be added 68 million for building, charged to the extraordinary budget, 33 million being for State schools and 35 million for subsidized private schools. In 1959, ordinary expenditure on education rose to 261 million francs and investment to 88 million.

229. In primary and secondary education, there are schools with an African syllabus and schools with a European syllabus. All secondary schools with a Euro-

pean syllabus are inter-racial and, as regards primary schools, the provisions governing the admission of non-European children to schools run on European lines have been made progressively more flexible. The Administering Authority explained that these distinctions were prompted not by racial discrimination but by practical requirements arising from profound differences in customs, education and language, which made a single common system of education impossible.

230. In its examination of the annual report for 1958,<sup>5</sup> UNESCO emphasized that there is a heavy wastage of pupils in primary schools as a group of pupils moves from each class to the one above. Of the 102,950 pupils entering the first year in 1954, less than half (50,051) reached the second year in 1955 and less than one-sixth of the original number had gone as far as the fifth year in 1958.

231. In 1958, the enrolment figures for African children receiving primary and secondary education were 4,975 for State schools and 245,742 for subsidized private schools (against 4,124 and 240,696 respectively in 1957). The figures were distributed as follows:

	State schools	Subsidized private schools	Total
<b>Primary Education</b>			
Schools with European syllabus:			
Boys .....	86	74	160
Girls ..	29	44	73
Schools with local syllabus:			
Boys .....	3,331	170,625	173,956
Girls .....	306	70,932	71,238
<b>TOTAL</b>	<b>3,752</b>	<b>241,675</b>	<b>245,427</b>
<b>Post-Primary Education</b>			
General secondary education:			
Schools with European syllabus:			
Boys .....	74	234	308
Girls .....	3	20	23
Schools with local syllabus:			
Boys .....	272	206	478
Girls .....	—	300	300
	<b>349</b>	<b>760</b>	<b>1,109</b>
Teacher training:			
Boys .....	122	1,407	1,529
Girls .....	1	506	507
	<b>123</b>	<b>1,913</b>	<b>2,036</b>
Special schools (technical, domestic science, agricultural, medical):			
Boys .....	751	609	1,360
Girls .....	—	785	785
	<b>751</b>	<b>1,394</b>	<b>2,145</b>
<b>TOTAL</b>	<b>1,223</b>	<b>4,067</b>	<b>5,290</b>
<b>GRAND TOTAL</b>	<b>4,975</b>	<b>245,742</b>	<b>250,717</b>

232. In higher education, 1958 saw the opening of the Territory's first institution of university standing, the Agronomic and Animal Husbandry School at Astrida, affiliated to the State university at Elisabethville. The number of inhabitants of Ruanda-Urundi

<sup>5</sup> T/1495.

receiving higher education in 1958 was 121, of whom four were at the Astrida school. In 1959 the number had risen to 165, 124 in the Belgian Congo and thirty in Belgium.

233. At its twenty-fourth session, the Council noted the efforts and progress made in education, but it emphasized that a considerable amount of work remained to be done and recommended that the Administering Authority intensify its efforts to increase the number of children in primary schools, to reduce the falling-off in enrolment among students before the completion of their studies, to expand secondary, technical, vocational and higher education in the Territory and to increase the number of scholarships for study abroad. In addition, the Council recommended the Administering Authority to increase the participation of Africans in the formulation and implementation of educational policy and to promote the unification of curricula.

234. The 1960 Visiting Mission indicated that in 1957, for mainly financial reasons, the Administration had decided to slow down the development of primary education in order to bring the main effort to bear on secondary education, as well as technical and higher education. This new policy had hastened the development of technical education, and particularly of secondary education, during the past three years, and had led to the opening in 1958 of the first university establishment in the Territory, but the expansion of primary education had come to a halt. The need to expand education and the need to balance the budget had led to a dilemma. There was an interesting debate on the problem in the June 1959 budgetary session of the General Council. The Council considered it imperative not to provide for any new extension of primary education for the time being. A mission sent by the University of Liège Foundation for Scientific Research in Central Africa (FULREAC), which had been asked by the Administration to conduct a survey of school conditions in Ruanda-Urundi, visited the Territory in 1958 and submitted a report containing detailed suggestions for a progressive teaching theory to fit in with African conditions.

235. Referring to the work of the Education Commission of the General Council and of the FULREAC Mission, the Resident-General told the Visiting Mission that the general problem of the organization of education had been thoroughly studied to determine whether structural reforms might not make it possible to adapt education better to the special needs and the modest resources of the Territory. After its departure from the Territory, the Mission learned that a meeting of experts and of representatives of Ruanda-Urundi would be held at Usumbura from 23 to 28 May 1960 to consider the draft basic education Act which had just been prepared for the Belgian Congo and to decide whether its provisions were acceptable, *mutatis mutandis*, for Ruanda-Urundi.

236. The Mission noted that the dilemma in education was even more serious in Ruanda-Urundi than in many other countries because of the limited resources of the Territory and the rapid growth of its population. It was glad to observe that the Administration and the local authorities were aware of the problem and were trying to find ways to solve it. In that respect, the Mission recalled that the 1957 Visiting Mission had suggested the establishment of a special educational fund for Ruanda-Urundi, and it expressed the opinion that, as it seemed difficult for Ruanda-Urundi to meet the

full cost of the intensive educational development it required, the Territory might be expected to look to the Administering Authority and, possibly, to the international organizations for increased financial and technical assistance in that field. The Mission was also interested in a suggestion made in the Territory that to make it easier to retain or engage expatriate personnel after Ruanda-Urundi had gained its independence, an international school should be established at Usumbura, to be subsidized by the various countries from which the teachers came, with the assistance or supervision of UNESCO or the United Nations.

237. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council notes that since 1957 it has been the educational policy of the Administering Authority to emphasise the development of secondary, technical and higher education but that budgetary considerations have slowed down the development of primary education. The Council stresses the great importance of a more rapid educational advancement, especially in the fields of secondary, vocational and higher education and teacher training. Noting the limited resources of the Territory, it expresses its confidence that the Administering Authority will give even greater financial and technical assistance in this field so that these facilities can be improved and expanded without detriment to the development of the primary school system. It notes that the Administering Authority plans to make greater use of the contributions of the local communities for the financing of the educational system at the primary level. The Council also expresses the hope that the Administering Authority will make full use of the assistance from international sources in the field of education and commends to the attention of the Administering Authority the observations and recommendations made by the United Nations Educational, Scientific and Cultural Organization on the educational conditions in the Territory (T/1495).*

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

238. The representative of China considered the decision of the Administering Authority to devote more attention to secondary education both necessary and wise, having regard to the budgetary limitations and the pressing need for the increase of indigenous personnel in the government services. He also took note of the conclusions reached by the seminar recently held in Usumbura with regard to educational policies and programmes and believed that the proposals to adapt the essentials of the educational system to the aptitudes of the children and the needs of the inhabitants and to rely on an increased contribution of the communities for the financing of the educational system would make it possible for the benefits of education, especially at the primary level, to be more lasting and to spread more widely within the limited resources of the Territory.

239. The representative of New Zealand thought that the possibilities of greater local initiatives in the establishment and support of schools should be fully explored, as should the possibilities of building less expensive but equally efficient school installations.

240. The representative of the Union of Soviet Socialist Republics was particularly concerned with the completely unsatisfactory situation in regard to public

education which had actually deteriorated since 1957. It was important to adopt a spearhead programme to improve the situation in education. For the financing of this programme, the Administering Authority should provide the necessary funds out of its own budget. He drew attention to the fact that four-fifths of the children of school age were not getting any education at all and that even on the basis of the data furnished by the Administering Authority more than half of the inhabitants were illiterate.

## **VI. ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE**

### **Outline of conditions and recommendations adopted by the Trusteeship Council**

See Chapter II: *Political advancement*, The future of Ruanda-Urundi, paras. 37 to 48.

241. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

#### *Attainment of the objectives of Trusteeship*

*The Council welcomes the statement of the Administering Authority that following national elections to be held early in 1961 under United Nations supervision, it intends to hold a meeting with the representatives of the Governments of Ruanda and Urundi, to discuss the further constitutional development of the Trust Territory leading to its independence.*

*It notes with satisfaction that the Administering Authority envisages inviting United Nations observers to*

*attend this meeting. The Council requests the Administering Authority to report on the results of this meeting to it during the course of 1961. It hopes that this meeting will take into account the demand for independence at the earliest date and that the question of the independence of Ruanda-Urundi will be included on the agenda of the sixteenth session of the General Assembly at the latest.*

*The Council notes that the nature of the future relationship between Ruanda and Urundi will be discussed at the conferences to be held in 1960 and 1961. Noting the views of both the Administering Authority and the Visiting Mission that this problem should be settled by the representatives of Ruanda and Urundi themselves, it wishes to emphasize and to draw to the attention of the political leaders of Ruanda-Urundi the dangers inherent in extreme particularism and the desirability of working out durable common political institutions and a common destiny. In view of the essential community of interests and the facts of history and geography, the Council is convinced that the best future for Ruanda-Urundi lies in the evolution of a single, united and composite State with such arrangements for the internal autonomy of Ruanda and Urundi as may be agreed upon by their representatives.*

(This is the same text as in para. 49, d.)

### **Observations of members of the Trusteeship Council representing their individual observations only:**

See Chapter II: *Political advancement*, The future of the Trust Territory, paras. 127 to 136.

## Chapter III

### SOMALILAND UNDER ITALIAN ADMINISTRATION

#### I. GENERAL

##### GENERAL CONSIDERATIONS

1. Somaliland under Italian administration, lying on the north-east coast of Africa, includes an area slightly less than 150,000 square miles (461,000 square kilometres). Much of the land is arid and a large proportion of the Somali people are nomadic or semi-nomadic pastoralists. According to the 1953 population estimate, indigenous persons in the Territory numbered approximately 1,300,000. There are also approximately 30,000 Arabs and 1,200 Indians and Pakistanis residing in towns and, at the end of 1958, there were 2,331 Italians in the Territory.

2. The scheduled date of independence of Somaliland under Italian administration was advanced to 1 July 1960 in response to the request of the Legislative Assembly and the Government of Somalia that the Trusteeship Agreement be terminated as soon as possible in order that the Territory might achieve independence earlier than 2 December 1960, the date established under the terms of the Trusteeship Agreement. The representative of the Administering Authority informed the General Assembly at its fourteenth session that it supported this request and, together with the representative of the Government of Somalia, stated that preparations for independence would be completed by 1 July 1960 and that independence would be proclaimed on that date. The General Assembly accordingly adopted resolution 1418 (XIV) at its fourteenth session whereby, taking note of the wish expressed by the Government of Somalia and the statements made by the representatives of Italy and the Government of Somalia, resolved in agreement with the Administering Authority that on 1 July 1960, when Somalia became independent, the Trusteeship Agreement would cease to be in force, the basic objectives having been attained, and recommended that, upon the attainment of independence, Somalia be admitted to membership of the United Nations.

3. At its twenty-fourth session, the Council commended the Administering Authority and the Government and people of Somalia for the continued progress achieved and expressed satisfaction at the wide measure of social harmony which prevailed in the Territory. Following its consideration of conditions in the Territory, the Council at its twenty-sixth session, adopted resolution 2015 (XXVI) whereby it took note of the final steps by which the Administering Authority ensured an orderly transfer of the functions of government to a duly constituted independent Government of Somalia, thus attaining the basic objectives of the International Trusteeship System; congratulated the Government of Italy, as the Administering Authority, on having fully and successfully discharged its obligations, undertaken with the Trusteeship Agreement of 2 December 1950, in advance of the date set by the said

agreement; congratulated the people and the Government of Somalia for their successful endeavours in the preparation of independence and for their commendable achievements in establishing democratic institutions in their country; expressed its appreciation to the United Nations Advisory Council for Somaliland for the aid and advice it had provided to the Administering Authority and thanked the three Member States, Colombia, the Philippines and the United Arab Republic for their participation in the Council. It expressed its appreciation to the specialized agencies for the assistance they had provided to Somalia, and it addressed to the people and the Government of Somalia its warmest congratulations for the achievement on 1 July 1960 of their independence and its sincerest wishes for their progress and prosperity.

##### UNITED NATIONS ADVISORY COUNCIL

4. At its twenty-fourth session, the Council commended the United Nations Advisory Council for the valuable contribution which it had made in assisting the Administering Authority in its tasks and the Somali people on their path towards independence. The Council noted with satisfaction the statement of the Administering Authority that it would avail itself fully of the Advisory Council's assistance during the remaining period of trusteeship.

5. In its report covering the period 1 April 1959 to 31 March 1960,<sup>1</sup> the Advisory Council reviewed in broad outline the major developments in Somalia as well as the main issues of the current year and indicated some of the problems and tasks which will have to be dealt with after independence. The report stated that the relations between the Advisory Council and the Administering Authority had developed gradually, taking into consideration the increasing participation of Somalis in the conduct of the internal affairs of the Territory and, that during the period covered by the report, both the Administering Authority and the Advisory Council had continued their fruitful co-operation to bring to a successful and happy conclusion the task entrusted to them. The Advisory Council held seventy-two meetings during that period.

6. The Administering Authority informed the Council at its twenty-sixth session that, as in the past, it had continued its full collaboration with the Advisory Council which it had kept informed of the various activities of the Italian administration and the Government of Somalia. It had transmitted to the Advisory Council draft legislation approved by the Council of Ministers and the texts of laws approved by the Legislative Assembly in accordance with the procedure established in agreement with the Advisory Council. The Italian Government expressed its appreciation of the aid and advice which the Advisory Council had constantly rendered

<sup>1</sup> T/1516.

and which had contributed so much to the fulfilment of the objectives of trusteeship.

#### QUESTION OF THE FRONTIER WITH ETHIOPIA

7. Article 1 of the Trusteeship Agreement for the Territory of Somaliland under Italian Administration states that the boundaries of the Territory shall be those fixed by international agreement and, in so far as they are not already delimited, shall be delimited in accordance with a procedure approved by the General Assembly. By its resolution 392 (V) of 15 December 1950, the General Assembly recommended the procedures to be adopted to delimit the boundaries not already fixed by international agreement, involving bilateral agreement between the Administering Authority and the other party concerned, with mediation for resolving differences and, finally, arbitration in the event that mediation proved unacceptable.

8. At its twelfth session, the General Assembly in resolution 1213 (XII) of 14 December 1957, noting that direct negotiations between Ethiopia and Italy had not resolved some of the main differences concerning the definitive demarcation of the frontier between Somaliland and Ethiopia, recommended that the parties concerned establish an arbitration tribunal to delimit the frontier in accordance with terms of reference to be agreed upon between the two Governments with the assistance of an independent person to be appointed by agreement between them.

9. The two Governments informed the Assembly at its thirteenth session that, while the members of the arbitration tribunal had been appointed, it had not been possible to reach agreement on the terms of reference and on the appointment of an independent person to assist in this task. The General Assembly, by its resolution 1345 (XIII) of 13 December 1958, recalled its resolution 1213 (XII) of December 1957; urged the parties to intensify their efforts to implement the terms of that agreement; recommended that the two Governments agree on the choice of an independent person within three months and, failing such agreement, invite the King of Norway to nominate such an independent person; and requested the two Governments to report to the Assembly at its fourteenth session on the measures taken by them to give effect to this resolution.

10. The Administering Authority informed the Council at its twenty-fourth session that, the two Governments having failed to reach agreement on the choice of an independent person, the King of Norway had been invited to make the appointment and had designated Mr. Trygve Lie. The Council also heard the statement made by the Minister of Industry and Commerce of the Government of Somalia expressing the deep concern of his Government that the frontier with Ethiopia should be delineated before Somalia acceded to independence in 1960. The Council, fully appreciating the importance of this question, expressed the hope that the negotiations under way between the parties concerned would enable them to reach a mutually satisfactory settlement before Somalia became independent.

11. The Secretary-General transmitted to the General Assembly, at its fourteenth session in December 1959, a draft *compromis* which Mr. Trygve Lie had presented to the Governments of Ethiopia and Italy together with the amendments proposed by the two parties to the draft *compromis* and a document con-

taining the views of the Italian delegation regarding the Ethiopian amendments.<sup>2</sup> The Governments of Ethiopia and Italy also presented reports to the Assembly detailing the steps taken by them in regard to resolution 1345 (XIII).<sup>3</sup> The Fourth Committee after a consideration of these documents and hearing the views of the representatives of Ethiopia, Italy and the Government of Somalia, as well as statements made by two petitioners, reported to the Assembly that, despite the acceptance by both Governments of the draft *compromis* prepared by the independent person as a basis for discussion, they had presented certain amendments to it which were mutually unacceptable and had failed to reach agreement on the terms of reference of the arbitration tribunal. Discussion in the Fourth Committee had not resulted in agreement on any proposal acceptable to both parties and in the absence of any such proposal no draft resolution had been recommended for adoption to the Assembly.<sup>4</sup>

12. The representatives of Ethiopia and Italy made statements at the plenary meeting of the General Assembly at which the Fourth Committee's report was considered, reiterating the desires of their respective countries to reach agreement on this matter. The representative of Ethiopia added that with the accession of Somalia to independence, efforts to agree on delimitation could, for the first time in the long history of the question, be continued as between two sovereign States. He stated that his Government had no doubt that Somalia, no less than Ethiopia, would be seeking to establish the collaboration necessary for the final delimitation of the frontier and that the co-operation between Ethiopia and Somalia would be deepened and strengthened as they moved together to solve their problems through common efforts.<sup>5</sup>

13. The Administering Authority informed the Council at its twenty-sixth session that it regretted that the two Governments had not been able to arrive at the desired agreement, in spite of the assistance of a person of Mr. Trygve Lie's eminence. The Italian Government, however, had done all it could to effect the implementation of the procedures recommended by the General Assembly in resolution 392 (V) and to bring about a solution of this problem. The Administering Authority also reported that no serious incident had taken place along the provisional border during the period under review.

14. The Advisory Council informed the Council that the question of the border between Ethiopia and the Territory had remained a source of concern to it and hoped that the problem would be peacefully solved as soon as possible after independence and that, pending a final solution, the provisional administrative line would continue to be mutually accepted.

#### SECURITY AND ORDER

15. *Police forces.* The Administering Authority informed the Council at its twenty-sixth session that since 1958 the police force of Somalia had been completely Somalized. At the end of 1958, it totalled 3,775 units, comprising 54 officers, 486 non-commissioned officers and 3,235 men. The number of Italian military personnel was reduced to 51, including 43 carabinieri,

<sup>2</sup> *Official Records of the General Assembly, Fourteenth Session, Annexes, agenda item 40, document A/4325.*

<sup>3</sup> *Ibid.*, documents A/4323 and A/4324.

<sup>4</sup> *Ibid.*, document A/4350.

<sup>5</sup> *Ibid.*, 857th plenary meeting, 12 December 1959.

who for the most part continued to act as technical advisers in the central police services while a few were attached to the Office of the Italian Administration.

16. During the course of 1959, personnel of the finance guard totalled 200 units comprising 5 officers, 23 non-commissioned officers and 172 men. With the appointment of a Somali commanding officer in February 1959, this service was completely Somalized, with only one Italian officer and two non-commissioned officers attached as technical advisers. The Advisory Council stated at the twenty-sixth session that the police force would be seriously in need of equipment after the Territory became independent.

17. There was no change in the organization of the *Ilalo* Corps attached to the District Commissioners which numbered at the end of 1959 a total of 1,583 units.

18. *National army.* On 3 February 1960, the Legislative Assembly of Somalia promulgated legislation empowering the Government to enact by legislative decree the fiscal measures necessary for the provision of funds for the creation of a national army and for other matters in connection with independence. In accordance with this, the Government, by legislative decree, increased the taxes on the manufacture of sugar and the consumption of petroleum products and imposed additional import duties. In March 1960, the Legislative Assembly approved the law establishing the national army of Somalia whereby the mobile police corps was detached from the police force to become the nucleus of the army, the military aviation unit was placed under the control of the army, the army would come under the Presidency of the Council of Ministers until the creation of a Ministry of Defence, and the Government was empowered to make the necessary provisions for the organization of the national army.

19. The Advisory Council reported that the new army would initially consist of 3,000 men with a target of 5,000 and the police force would also be increased to 5,000 men. The former Vice-Commanding Officer of the police force had been appointed Commander of the army and the Government had issued a proclamation stating the conditions for the enlistment of the first 2,000 volunteers. In its examination of the draft law for the creation of the army, it recalled its previous recommendations that the Government should take all possible steps to reduce civil expenditure and expressed confidence that only those sections of population able to bear the additional burden would be taxed. It was also confident that the establishment of the army would provide another opportunity for the solidification of national consciousness and contribute to the education and health of the people. It assumed that the law was provisional, reflecting the present legal status of the Territory and hoped that the regulations for the organization of the army would be enacted by a law.

20. *Public order.* The Administering Authority stated that the situation in regard to public order was on the whole satisfactory although the prolonged drought and the resulting famine led to a critical situation in certain regions, forcing the inhabitants to leave.

21. Clashes arising from a variety of circumstances between different ethnic groups in various parts of the Territory had, during the period under review, resulted in some fourteen deaths and many wounded. The district authorities had sought to encourage the conclusion of agreements between the Chiefs of the groups con-

cerned and the payment of "*diya*" (blood-money), according to customary law. Those responsible for the clashes had been arrested and brought to justice.

## NATIONAL STATUS OF THE INHABITANTS

22. The Administering Authority informed the Council that a new law on Citizenship was passed by the Legislative Assembly in February 1960 which re-organized and consolidated existing legislation concerning citizenship based on ethnic-Somali-origin with new legislation for the acquisition of citizenship by non-Somalis. The new law provides for the acquisition of citizenship by birth, by law and by naturalization; the loss and recovery of citizenship; the acquisition, loss and recovery of citizenship by married women and minors. The previous Citizenship Law (no. 2 of 1 December 1957), was rescinded.

23. The Advisory Council in its examination of the draft of the new law, expressed gratification that a comprehensive law on citizenship was proposed some provisions of which were to a great extent in harmony with principles enunciated by the United Nations. The Advisory Council's recommendations concerning the draft were accepted and reflected in the final text, with the exception of one respecting the provision for the loss of citizenship through "unworthiness" which the Advisory Council considered might lead to the arbitrary deprivation of citizenship because of its lack of specificity.

## II. POLITICAL ADVANCEMENT

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

24. In accordance with article 25 of the Trusteeship Agreement, which provides that the Administering Authority shall submit to the Council, at least eighteen months before the expiration of the Agreement, a plan for the orderly transfer of all the functions of government to a duly constituted independent Government of the Territory, the Administering Authority presented to the Council at its twenty-fourth session a special report embodying a plan for the transfer of governmental functions from the Italian Government to a Somali Government.<sup>6</sup>

25. The Council expressed its appreciation of the plan. It noted with satisfaction that practically all powers and functions had already been transferred to the Government of Somalia, and, in particular, that the Legislative Assembly was completely free and autonomous in its deliberations, subject only to the reserved powers of the Administrator; and that the Government of Somalia had full competence in internal affairs, including finance, justice, police, economic and social policy and education, but excepting the circulation and coverage of currency and the air transport service both of which would also be handed over before independence. Only the conduct of foreign affairs and defense remained in the hands of the Administering Authority.

26. The Council was informed that prior to the achievement of full independence on 2 December 1960, or sooner, should the Somali Government so request, the Italian Administration would be dissolved and powers of the Italian Administrator would pass to the Head of the Somali State and to other Somali authori-

<sup>6</sup> T/1477.



ties. The Legislative Assembly would be transformed into a Constituent Assembly for the purpose of framing the Constitution of the new State of Somalia, and for this purpose a Political Committee had already been established to formulate a draft Constitution. The Administering Authority also stated that information on the remaining arrangements for the transfer of powers would, after consultation with the Government of Somalia and the United Nations Advisory Council, be transmitted to the General Assembly at its fourteenth session and that the United Nations Advisory Council would submit a special report in this connection to the General Assembly at that session.

27. The Council expressed the hope that steps would be taken to broaden the composition of the Political Committee and the Constituent Assembly to include representatives of all existing political parties and other important social and cultural organizations of the Territory. It noted that the veto powers of the Administrator would not be exercised in respect of the proposals for the Constitution to be submitted by the Political Committee and the Constituent Assembly.

28. Because the Constitution was to be adopted on the proclamation of independence, the Council hoped that the Legislative Assembly and the Government of Somalia would consider providing for popular confirmation of the Constitution and further, that the Government of Somalia would also consider the holding of general elections to the Legislative Assembly as soon as practicable after independence as a means of promoting political stability in the country.

29. The Administering Authority submitted to the General Assembly at its fourteenth session further information regarding the implementation of the plan for the transfer of powers and the Advisory Council also presented its report on this subject in accordance with the undertaking given by the Administering Authority at the twenty-fourth session of the Council.

30. The General Assembly, in its resolution 1418 (XIV), in connection with the date of independence of the Territory, taking note of the statements made by the representative of Italy and the representative of the Government of Somalia that the preparations for independence would be completed by 1 July 1960, expressed its confidence that the recommendations and observations of the Trusteeship Council, which had been accepted by the Administering Authority and the Government of Somalia, concerning the broadening of the composition of the Political Committee and the Constituent Assembly, a popular confirmation of the Constitution under preparation through a referendum, and a modification of the existing electoral law, would be implemented before the date on which the Trusteeship Agreement would be terminated, and that the Administering Authority would furnish a report on the implementation of these recommendations to the Trusteeship Council at its twenty-sixth session.

#### THE CONSTITUTION

31. The initial steps for the drafting of a constitution for independent Somalia were taken in 1957 with the establishment by decree of a Political Committee to undertake preparatory studies to be submitted to a Constituent Assembly and of a Technical Committee of experts to prepare preliminary studies for the Political Committee. The Technical Committee submitted to the Political Committee in November 1958 a

draft Constitution comprising 141 articles divided into four parts: general principles of the State, fundamental rights and duties of man, organization of the State, and constitutional guarantees. These proposals are based on the Universal Declaration of Human Rights and the Declaration of Constitutional Principles annexed to the Trusteeship Agreement. They provide for the establishment of a single-chamber representative democratic republic with an elected President as the Head of State.

32. The Administering Authority informed the Council at its twenty-sixth session that, although it considered that the drafting and promulgation of the Constitution were matters exclusively for the Somali Constituent Assembly, it had brought to the attention of the Constituent Assembly, the Government of Somalia as well as to the public generally, the underlying principles of the Trusteeship Agreement and the Declaration annexed to the Agreement. The Administrator in his opening address to the Legislative Assembly in October 1959, had also drawn attention to the desirability of taking account of the Universal Declaration of Human Rights and the principles set forth in the Declaration of Constitutional Principles. Further, he had also drawn the attention of the Legislative Assembly to the recommendations of the Trusteeship Council in connection with the enlargement of the Political Committee and the Constituent Assembly and the popular confirmation of the Constitution and the texts of these recommendations had been distributed to the Deputies.

33. A law conferring the powers of a Constituent Assembly upon the Legislative Assembly was passed by the Legislative Assembly in January 1960 (no. 6 of 8 January 1960). Law no. 6 had given the Constituent Assembly exclusive competence in the matter of its organization and rules and had explicitly stated that the powers of sanction and promulgation vested in the Administrator would not be applicable to its deliberations. The Constituent Assembly met for the first time in March 1960 and decided as follows: a Drafting Political Committee was to be entrusted with the preparation of the draft Constitution. The Committee was to be composed of thirty Deputies chosen by and divided proportionally between the parliamentary groups with at least two Deputies from each group, two representatives nominated by each of the following political parties: Somali Youth League (SYL), Hizb Destur Mustaqbil Somali (HDMS), Great Somalia League (GSL), Unione Nazionale Somalia (SNU), Partito Liberale Giovani Somali (PLGS), and the Unione Nazionale Africana (UNA); The Minister for the Constitution; two religious experts appointed by the Minister of Justice; two merchants nominated by the Minister of Industry and Commerce; two representatives nominated by the Somali students organizations; and one representative each of the trade union federations. Representatives of other Somali countries would, on request, attend meetings of the Committee as observers. The Committee was to be convened within seven days when it would elect its Chairman, and other officers.

34. The Minister for the Constitution was to have the responsibility for preparing the draft Constitution based upon the proposals of the Technical Committee. The final vote on the draft Constitution would be taken by roll-call and be decided by absolute majority. The Administering Authority informed the Council at its twenty-sixth session that the Political Committee had concluded its work on 11 May 1960 and that the draft



Constitution would be finally approved by the Assembly at the end of that month. The draft was based on the Declaration of Constitutional Principles annexed to the Trusteeship Agreement and on the Universal Declaration of Human Rights. The Council was also informed that, according to the transitional provisions of the draft Constitution, the Assembly would before 1 July 1960 elect a Provisional President of the Republic, who would on that date promulgate the Constitution, which would enter into force provisionally; within one year, the Constitution would be submitted to a popular referendum in which all the electors would participate. If the result of the referendum should be negative, the Assembly would within fifteen days elect a new Provisional President. It would also provide for the adoption of a new Constitution to be submitted to a referendum within six months of the appointment of the new President. The validation of the referendum operations would be entrusted to the Supreme Court.

35. The Administering Authority informed the Council at its twenty-sixth session that the Constituent Assembly had adopted a motion inviting twenty representatives of political parties and of economic, social, cultural and religious organizations to participate in its work. Until the Constitution was finally approved by the Assembly, these new members would be entitled to the same allowances and immunities as the elected members.

36. The Administering Authority has stated that the opposition political parties have so far declined the invitation of the President of the Legislative Assembly to participate in the work of the Political Committee stipulating as a prior condition that the other recommendations of the United Nations as well be implemented. Failing this, they will express their political views through the referendum. The Administering Authority in collaboration with the Advisory Council, has repeatedly advised representatives of the various parties that their parties should participate in the work of the Advisory Council.

37. The Advisory Council has informed the Council that, following representations made to the Administrator, a satisfactory arrangement was made at the end of March for direct contact between the Advisory Council and the Somali authorities concerning matters dealt with by the Constituent Assembly. The Administrator had assured the Advisory Council that he would do his best to keep it fully informed and would transmit to it all documents relating to the Constitution which might be submitted to him.

#### POLITICAL ORGANIZATIONS

38. The Council, at its twenty-fourth session, stated that it considered political reconciliation to be one of the most important tasks facing the authorities in Somalia before independence. It had heard with satisfaction the joint declaration made before it by the representatives of various political parties which it felt gave promise of the realization of political harmony in the Territory and was confident that the Government and the political parties would do everything to achieve this objective.

39. The Administering Authority reported to the Council at the twenty-sixth session that the activities of the political parties had developed during the past months in a more relaxed manner. There had been no disorderly or illegal manifestations.

40. The first Legislative Assembly was dissolved on 31 December 1958 at the end of its term. Under the provisions of a new electoral law, elections to the Legislative Assembly were held in March 1959 and the second Legislative Assembly was inaugurated on 26 May 1959. The new electoral law provided that the Legislative Assembly would have ninety members with a five-year term of office.

41. The Council at its twenty-fourth session noted that the elections had been held on the basis of universal suffrage and of free, direct and secret ballot under the provisions of the electoral law promulgated at the end of 1958. It expressed its satisfaction at the substantial participation of women in these elections.

42. The Council, noting the reports of dissatisfaction of the opposition parties with certain provisions of the new electoral law and with election procedures, recommended that in order to obviate difficulties in the future, every effort should be made to complete as soon as possible the compilation of complete and accurate electoral registers, to enact legislation defining citizenship, and to improve the present electoral law so as to eliminate its shortcomings. The Administering Authority informed the Council at its twenty-sixth session that no revision of the electoral law could be undertaken until the Constitution had been adopted. It was the intention of the Somali Government to take a census of the population of the whole country as soon as possible. The census would aim at drawing up the electoral registers.

43. The Council took note of the declarations of the Administering Authority and of the Minister of Industry and Commerce of the Government of Somalia to the effect that the census enumeration would be resumed and expressed the hope that every effort would be made to complete this important operation as soon as possible.

44. In November 1959, the Legislative Assembly approved regulations concerning its internal organization and procedures. By law No. 6 of 8 January 1960, the full powers of a Constituent Assembly were conferred upon the Legislative Assembly. On the approval of the Constitution by the Constituent Assembly, the latter will cease to exist and the Legislative Assembly will resume its functions in accordance with the provisions of Law No. 26 of 12 December 1958.

#### THE GOVERNMENT OF SOMALIA

45. The Administering Authority informed the Council at its twenty-sixth session that the structure of the Government had been reorganized in 1959 by decree. The Ministries of Social Affairs and Economic Affairs had been abolished and, in order to improve public administration, the functions of government had been divided between nine Ministries (Interior; Justice; Finance; Industry and Commerce; Public Works and Communications; Agriculture and Animal Husbandry; Education, Health, Veterinary Service and Labour; General Affairs). The Prime Minister was also head of the Ministry of the Interior. There were also two Ministers without portfolios: one responsible for Legislative Assembly affairs and the other for the Constitution. Five Under-Secretaries were appointed, two assigned to the President of the Council of Ministers and the others to the Ministries of Justice, Education, Health, and Veterinary Service and Labour.

## DISTRICT COUNCILS

46. The Council at its twenty-fourth session recalling the statement of the Administering Authority at its twenty-second session that it was the policy of the Government of Somalia to strengthen and encourage the development of organs of local government and to extend their powers and functions, whenever appropriate, and observing that there had been no substantial progress in this field during 1958, took note of the Statement of the Minister of Industry and Commerce of the Government of Somalia that the powers of district councils would be further enlarged so that they would become efficient instruments of progress.

47. The Administering Authority informed the Council at its twenty-sixth session that there had been no change in the composition or powers of the district councils during 1959.

## MUNICIPAL COUNCILS

48. Municipal elections were held in forty-five municipalities in 1958, citizens of both sexes being entitled to vote and to be elected. No elections were held in the municipalities of Dusa Mareb and Doi Gab for reasons of public order and the administration of these municipalities was entrusted to the District Commissioner. The Council, at its twenty-fourth session, noted the continued progress made by the municipal councils and expressed its satisfaction regarding the municipal elections.

49. The Administering Authority informed the Council at its twenty-sixth session that it had not yet been possible to hold new elections in the municipalities of Margherita, Merca and Dusa Mareb and the administration of these municipalities continued to be entrusted to a Commissioner. The municipality of Doi Gab had been abolished reducing the number of municipalities to forty-six. In the municipality of Gardo, the District Commissioner performed the functions of the Mayor and committee members pending the elections of these officials.

## ADMINISTRATIVE SERVICES

50. The Council at its twenty-fourth session noted that fourteen of the nineteen departments of the Territory were directed by Somalis and that in the autonomous public bodies the process of appointing Somalis was well advanced. It commended the Administering Authority for the continued progress in the Somalization of the Administrative services and hoped that the training of Somali diplomatic and technical personnel would be further accelerated.

51. The Administering Authority informed the Council at its twenty-sixth session that fifteen departments of the total of the twenty into which the Ministries had been sub-divided had, at the end of 1959, been entrusted to Somalis, thus leaving only five departments under the direction of Italians: the Department of Administrative Affairs of the Ministry of the Interior, the Veterinary Department and the Departments of External Trade, Public Works and Studies. Of the total of 5,970 personnel in the civil service at the end of 1959, 5,582 were Somalis and 388 were Italians. The total number of Italians in all services in Somalia at the end of 1959 was 457, of whom 334 were in the Italian Administration.

52. The Administering Authority stated that the training of Somalis for the diplomatic and consular

services continued: several were appointed as deputies in the Office of the Administrator and one was in service at the Italian Embassy in Washington, in addition to the one attached to the Italian Consulate at Cairo since 1957.

53. The Advisory Council commented that the training of Somalis for the diplomatic service was still insufficient.

## JUDICIARY

54. The Council at its twenty-fourth session noted with concern that in a number of cases District Commissioners continued to exercise judicial functions. It urged the Administering Authority and the Somali Government to accelerate the appointment of Somali District Judges and to intensify the programme for training suitable Somali candidates to fill higher judicial posts.

55. The Administering Authority informed the Council at its twenty-sixth session that there had been no change in the organization of the judiciary in 1959. Special courses for training of candidates for appointments in the judiciary had been organized: a six months' course for magistrates in which twenty-five persons were enrolled and a four months' course for employment in the Sharia Registry in which forty persons were enrolled. A training course for employment in the ordinary Registry was to commence in April 1960.

56. The Advisory Council recalled at the twenty-fourth session that various codes, including the civil and penal codes, and the codes of civil and penal procedure had not yet been enacted and expressed the hope that these important codes would be enacted as soon as possible.

## III. ECONOMIC ADVANCEMENT

### GENERAL

57. The known economic resources of the Territory are meagre. The majority of the inhabitants lead a basically self-sufficient nomadic (38 per cent) or semi-nomadic (35 per cent) existence. The Administering Authority notes the existence of a subsistence economy and a money economy. It has stated that the difficulties of assembling the necessary data do not permit at present the estimation of the national income but that expert studies have indicated that the contributions of the agricultural, forestry and animal husbandry sectors to the national income in 1955 were as follows: within the subsistence economy, agriculture So. 46 Million,<sup>7</sup> forestry So. 5 million, animal husbandry So. 87 million; and within the money economy, agriculture So. 40 million. Since then, improvement in land and water resources resulting from the implementation of the Economic Development Plans may be expected to have increased production within both the subsistence and money economy. During the period of the trusteeship, Italy has granted a total of So. 710 million or a little more than \$100 million to the Territory for civil and military expenditure. Somalia has no public debt.

58. At its twenty-fourth session, the Council noted with satisfaction the continued progress in the economic development of the Territory, in particular the steady and sustained increase in revenue, the increase in agricultural and livestock production and the reduction in

<sup>7</sup> 20 somalos = £1 (sterling) = \$US 2.80.

the deficit in merchandise trade and in the balance of payments. The Council considered that the results already achieved from the more intensive utilization of the available resources by the people of Somalia with the generous assistance of the Administering Authority and certain Member States augured well for the prospects of the Territory. The Council was confident that the Government and the people of Somalia would persevere in their efforts to develop further the economy of their country and that, given the technical and financial assistance which will be necessary for some time to come to enable resource development to continue at a satisfactory level, they will be able to increase production and raise the level of living of the people.

59. The Administering Authority informed the Council at its twenty-sixth session that, in view of the importance of the region comprising the basins of the two rivers of the Territory, an economic mission of the United States International Cooperation Administration (ICA), accompanied by an Italian economist, had been dispatched to Somalia to study the economic resources of the region and in particular of the hinterland of the port of Chisimaio, where works recently completed for the regulation of the small lakes and *desheks* had appreciably increased the possibilities of its improvement. A new survey recently completed had enabled the Administration to review the previous data in a more favourable light and offered a brighter outlook for the future. Revenue was expected to increase substantially, thus increasing expenditure on development without recourse to increased outside aid.

#### 1954-1960 DEVELOPMENT PLANS

60. In 1954, the Administering Authority informed the Council at its fourteenth session of its plans for the Territory's economic development during the period 1954-1960.<sup>8</sup> These plans were preceded by a wide range of studies by various agencies of the United Nations, by the United States Mission in Italy (USOM) and by the technical divisions of the Trusteeship Administration (AFIS) and were based on the comprehensive proposals for economic and social development contained in the Malagodi report of August 1953. The principal objectives of the 1954-1960 plans are the development of agriculture and animal husbandry through irrigation projects, the construction of catchment basins, the building of grain storage facilities, the distribution of machinery and tools and a large programme of well-digging. Provision is also made for improved communications, urban sanitation and electrical installation, as well as for development of industry and arts and crafts. A total expenditure of So. 87 million was initially envisaged, of which 70 million would represent public funds and 17 million private funds. The Somali Credit Institute, which is an integral part of the plan, provides loans to Somali farmers and tradesmen as well as to those engaged in industry. Expenditures and programmes executed under the Somali Development Fund (FVS) which administers the programme established under the agreement signed by the Governments of Italy and the United States of America in 1954 and which has been jointly financed by the two Governments under an initial allocation of So. 8.5 million, also forms a part of the seven-year plans. The Administering Authority informed the Council that through the implementation of the development plans it was expected that

the deficit in the balance of payments would be reduced by So. 20 million and that national income in the agricultural and animal husbandry sectors would increase by So. 22 million.

61. The Trusteeship Council has at previous sessions noted the progress achieved in the execution of the Administering Authority's economic development plans for the period 1954-1960. It was informed at its twentieth session of the establishment of the Agency for Economic Development of Somalia (ASES), which is charged with the preparation, financing and execution of economic development projects; of the Inter-Ministerial Committee for Economic Development (CISE), which must approve all projects and may forward projects to ASES for approval; and of the Planning Office concerned, *inter alia*, with determining the maintenance or upkeep costs of projected works. It was also informed at its twentieth session that the estimated seven-year expenditure had been increased from So. 87 million to So. 124 million. Some So. 98 million would be from public funds, and So. 28 million from private sources. Funds are contributed mainly by the Administration, ASES and FVS, with smaller amounts provided by USOM, certain municipalities and three Italian agricultural joint-stock companies. During the past two years, ASES has, at the request of CISE, given emphasis to economic development on the basis of the projects and programmes in the 1954-1960 plan.

62. At its twenty-fourth session, the Council noted the statements of the Administering Authority and of the Minister of Industry and Commerce of the Government of Somalia that, by the end of 1958, public and private investment under the 1954-1960 development plans amounted to nearly 80 per cent of the total amount programmed and would be completed as scheduled, or sooner, and that about 74 per cent of the objectives of the plans had been attained. The Council commended the Administering Authority and the Government of Somalia for the implementation of this programme which had resulted in increased production and a higher level of living. The Council expressed its appreciation of the technical and financial assistance given by other States, in particular, the United States of America and the United Arab Republic.

63. Actual total expenditure under the plans to the end of 1959 amounted to just over So. 125 million, or 100.7 per cent of the estimated total 1954-1960 expenditure. Public investment totalled So. 90 million, or 93.3 per cent of the estimated 1954-1960 expenditure in this sector, and private investment So. 35 million, or 125.7 per cent of the estimated 1954-1960 total. The Administration provided 42 per cent of the total public investment to the end of 1959, FVS 28 per cent and ASES 20 per cent. The Council was informed at its twenty-sixth session that the Planning Office had been already transferred to the Somali Government. The cost of implementing the basic plan was now estimated at a total of \$7.2 million for the years 1960-1964.

#### TECHNICAL AND FINANCIAL ASSISTANCE AFTER 1960

64. The Council, at its twenty-fourth session, took note of General Assembly resolution 1278 (XIII) in which, *inter alia*, the Assembly requested the Council to consider at its twenty-fourth session the prospects of further assistance from the Special Fund, the Expanded Programme of Technical Assistance and from the specialized agencies so that the Assembly might have a complete picture of the economic prospects of Somalia after 1960.

<sup>8</sup> *Plans de développement économique de la Somalie, années 1954-1960*, Rome, 1954.

65. The Administering Authority at the same session confirmed that the sum of \$5 million per annum would be necessary in the first few years after independence to ensure the financial and economic stability of the State of Somalia. It reaffirmed its offer of technical and financial assistance to Somalia after 1960 to the extent of \$2 million per annum, as well as its statement that it would give the most favourable consideration to the continuation of the purchase of Somali banana production. The Council expressed its appreciation to those States which had indicated, or might indicate, their willingness to be of assistance to the future independent Government of Somalia, and in particular to the Governments of Italy, the United States and the United Kingdom for their offer to the Somali Government to help the independent State achieve financial and economic stability.

66. The Minister of Industry and Commerce of the Government of Somalia informed the Council that the sum of \$5 million should be regarded as the minimum amount necessary to cover the most pressing budgetary needs and to allow the continuation of the development plans, so as to complete those projects under way and to secure the benefits from those already completed and that it did not provide for major projects of an infrastructural nature nor for the security of the country.

67. The Administering Authority stated that the development projects for which assistance was required included a survey of the economic possibilities of the southern region of the Territory, the establishment of two experimental livestock farms, a fisheries survey and an international locust-control service and projects for the further development of the road system of the Territory, the improvement of the water supply of Mogadiscio and the construction of port and harbour facilities at Chisimaio.

68. The Council, taking into consideration the success which has been achieved under the 1954-1960 development programme and the efforts of the people of Somalia themselves to promote the economic development of their country, commends to the consideration of the Secretary-General, the authorities of the Special Fund, the Technical Assistance Board and the specialized agencies those projects which fall within their respective fields.

69. The Council expressed its confidence that the Government of Somalia would mobilize all available internal resources for investment in development projects. It recognized, however, that at the present stage of the Territory's development these resources would necessarily be limited; it hoped that Member States willing and able to do so would provide assistance from public or private sources to Somalia for the implementation of those projects which required capital investment.

70. The Administering Authority informed the Council at its twenty-sixth session that some \$5.6 million annually would be needed to assure economic and financial stability to the Somali State in the first years of independence. About \$2.1 million would be required for balancing the public budget, \$1.8 million for economic development, \$1.5 million for technical assistance, and \$0.2 million for scholarships. It was estimated that the greater part (\$1.5 million) of the budgetary deficit would be due to extraordinary expenditure in connection with development projects. It was also estimated that a total expenditure of \$7.2 million would be needed for a normal economic development

programme for the four years 1961-1964, or \$1.8 million annually. Italy, as well as other friendly countries, would not fail to provide the Government of Somalia with substantial assistance. The Italian Government, in order to avoid any difficulty at the beginning of Somalia's independent life, had undertaken to contribute to the financial requirements of the Government of Somalia for the whole year 1960. It would give continuing attention to the economic requirements of Somalia after independence.

#### UNITED NATIONS TECHNICAL ASSISTANCE

71. At its twenty-fourth session, the Council, recalling General Assembly resolution 1278 (XIII) which expressed the hope that the authorities of the Special Fund, the Secretary-General, the specialized agencies concerned and the Technical Assistance Board would give sympathetic consideration to requests for assistance made on behalf of the Government of Somalia, noted with satisfaction the substantial increase in technical assistance provided by the international agencies in 1959, and hoped that assistance would be continued in future years on an increasing scale in view of the urgent needs of the Territory.

72. The General Assembly at its fourteenth session adopted resolution 1415 (XIV) of 5 December 1959, in which the Assembly, welcoming the forthcoming independence of certain Trust Territories, including Somaliland under Italian administration, and recognizing the many problems with which these Territories must inevitably be faced upon their attainment of independence and desiring that all possible aid in the field of technical assistance be made available from the existing facilities in the United Nations and the specialized agencies to such of these Territories as might request it, invited the Secretary-General and the executive heads of the specialized agencies concerned to give urgent and sympathetic consideration, without prejudice in any way to present assistance being given to other State Members of the United Nations, to all requests which they might receive to provide such Territories with (a) such high-level technical experts as they might desire, and (b) all other forms of technical aid required by the special circumstances in which they had acceded to independence. At the twenty-sixth session of the Council, the Minister of Industry and Commerce of the Somali Government expressed the hope that the United Nations and the organizations set up for the development of under-developed areas would participate in financing the projects considered by his Government. He expressed his Government's gratitude for the decision to increase United Nations technical assistance to Somalia over the period 1961-1962. The additional amount would be spent in basic investments for the purpose of attracting public and private capital.

#### EUROPEAN ECONOMIC COMMUNITY

73. At its twenty-fourth session, the Council took note of the statement of the Administering Authority that the Territory would be associated with the European Economic Community until 2 December 1960, that the declaration of intentions concerning Somaliland embodied in a protocol of the Treaty of Rome provides that the Territory will be free to continue or discontinue its association with the Community after that date, that another protocol of the Treaty provides for the continuation of the duty-free entry of Somali goods into Italy, that funds totalling \$1.95 million have been allo-

cated to Somaliland for the years 1958-1960 from the Fund for the Development of Overseas Territories established under the Treaty, and that the allocation of this sum which is earmarked for the construction of a 730-bed hospital in Mogadiscio will not in any way prejudice the freedom of the independent State vis-à-vis the European Economic Community.

#### PUBLIC FINANCE AND TAXATION

74. The Trusteeship Council has, in the past, expressed the hope that, in the interests of reducing the budgetary deficit, the Administering Authority and the Government of Somalia would take all possible measures to reduce the scale of civil expenditure and to increase revenues by increasing production, introducing improved methods of taxation, and developing new sources of taxable revenue such as livestock.

75. At its twenty-fourth session, the Council was informed by the Minister of Industry and Commerce of the Government of Somalia that during the tenure of office of the first Somali Government, territorial revenue had increased by 45 per cent and the yield of direct taxation by 78 per cent. The Council, noting that the over-all budgetary deficit, though decreasing, was still substantial, hoped that the Government, taking into consideration the suggestions of the Advisory Council regarding the introduction of a tax on livestock and a fee on the use of the newly-developed water and irrigation facilities, would continue its efforts to increase revenue.

76. The Administering Authority informed the Council at its twenty-sixth session that territorial ordinary revenue in 1959 had risen to So. 64,841,731 as compared with the estimate for 1959 of So. 60,500,000. Territorial ordinary expenditure for the same period amounted to So. 73,894,000 as compared with the estimated expenditure of So. 69 million, and total territorial ordinary and extraordinary expenditure amounted to So. 77,679,000 as compared with the estimate of So. 70,500,000. The deficit of So. 12,837,000 was due to an increase of So. 1.85 million in expenditure for the internal security services and to increased expenditure in the Ministries of Social Affairs, Economic Affairs, Finance, and General Affairs as well as to extraordinary expenditure. It was covered by a grant of So. 43,573,867 from the Italian State and by Treasury operations. This Italian State grant also financed the cost of the Trusteeship Administration for 1959 amounting to So. 35,196,694, including So. 10,660,435 for the economic development programme.

77. Territorial expenditure for 1960 has been estimated at So. 81.5 million and ordinary revenue at So. 71.4 million. The estimated deficit of So. 10 million is to be met by a grant from the Italian Government.

#### MONEY AND BANKING

78. The Council was informed at its twenty-fourth session that the Currency Circulation Agency (Somal-cassa) began to function as a Central Bank in April 1959, that its banking section was located in Mogadiscio while its issue section would continue to operate in Rome until its transfer to Somalia upon independence; that its governing body had been expanded to include four members nominated by the Administering Authority in agreement with the Government of Somalia and that three Somalis and one Italian had been so nominated; that it was the Administering

Authority's intention to retain responsibility for the circulation of money and the monetary reserves of the Territory until independence in order to ensure that the new State would have a stable, independent currency backed by 100 per cent reserves of gold, silver and foreign currency, mainly United States dollars.

79. The Council noted with satisfaction the steps being taken to select qualified Somali candidates for service in Somal-cassa and expressed the hope that sufficient Somali personnel would be trained to assume full control of the operations of the Central Bank of Somalia upon independence.

80. The Administering Authority informed the Council at its twenty-sixth session that, in view of the approach of independence, studies were being undertaken to permit the Legislative Assembly to approve, in good time, the organization and regulation of the monetary system and of the Issue Institute of Somalia. Somal-cassa will cease to function under Italian law and will be replaced by a similar Somali organ.

#### TRADE AND BALANCE OF PAYMENTS

81. The Council was informed by the Minister of Industry and Commerce of the Government of Somalia at its twenty-fourth session that the deficit in the balance of payments had decreased by 38 per cent during two years to So. 48 million in 1958 and that since the inception of the 1954-1960 development programme the actual decrease had already far exceeded the estimate for the 1954-1960 period.

82. The Council congratulated the Administering Authority and the Government of Somalia for the success so far achieved. It welcomed the statement of the Administering Authority that marketing surveys in the neighbouring territories were under way and hoped that they would yield evidence of possible expansion of markets.

83. The Administering Authority informed the Council at its twenty-sixth session that in 1959 there had been a favourable balance of payments of So. 16.6 million. Merchandise trade showed a deficit of So. 7.2 million mainly in regard to trade with the sterling area, with which there had been a global deficit of So. 29.5 million. Merchandise trade with Italy and the United States showed favourable balances. Transport showed a deficit of So. 7.9 million. Remittances also showed a deficit of So. 37.2 million due partly to remittances to the United States by petroleum workers. Government transactions showed a favourable balance of So. 63 million. The Administering Authority also stated that it would probably be possible to achieve a balanced budget and a favourable balance of payments within a foreseeable, though not immediate, future.

#### AGRICULTURE AND ANIMAL HUSBANDRY

84. The Council at its twenty-fourth session commended the Administering Authority and the Government of Somalia for the progress achieved in the development of agriculture and animal industries in the Territory, and in particular for the solution of the cereal grain supply problem to which it attached considerable importance because of the uncertain rainfall, the considerable extension of irrigation facilities for indigenous farming and the provision of water supplies for livestock purposes. It noted the views of the Administering Authority and the Minister of Industry and Commerce of the Government of Somalia that these



measures would play an important part in settling the nomadic peoples of the Territory.

85. The Council expressed the hope that the completion of the existing projects would be accelerated and that new projects would be initiated as soon as possible in order to intensify the utilization of land and water resources. It also hoped that steps would be taken to encourage further diversification of agriculture so as to develop a more stable base for the economy of the Territory and that particular attention would be given to the further expansion of agriculture and animal husbandry extension services and the training of the requisite staff.

86. The Administering Authority reported to the Council at its twenty-sixth session that the year 1959 had, on the whole, been unfavourable to dry farming because of the failure of the *der* rains. As a result, production of cereal grains had declined. In the irrigated areas, production was normal. Measures were taken to increase technical assistance and demonstrations in the farming areas.

87. In regard to animal husbandry, a number of open reservoirs had been excavated in the Upper Juba area under a FVS agreement for the creation of water reservoirs in the zones particularly important from the point of view of animal husbandry. Additional wells were excavated and drilled, water supplied to the Deshek Uamo from the Giuba River was increased and water was conserved in small lakes by damming and by the control of watering troughs and their access roads.

88. The Administering Authority also informed the Council that a motion requesting the early enactment of land tenure legislation was approved by the Legislative Assembly in March 1960. Draft legislation will be submitted to the Assembly during its second session in 1960.

#### Mining

89. Exploratory operations by the Sinclair Somal Corporation, Mineraria Somala, Standard Vacuum Oil Company and Frobisher Limited, Toronto (Canada) have been continued. Sinclair Somal spent some So. 22.6 million in 1959 and employed on an average nearly 400 persons in its various activities. Mineraria Somala employed a total of 186 persons and incurred expenditure amounting to So. 7 million in 1959.

#### Industry

90. At its twenty-fourth session, the Council noted with regret that, because of recurring financial losses, the only textile factory in the Territory had been closed. It expressed the hope that, in view of the possibilities for the production of short-staple cotton in the Territory, steps would be taken by the Administering Authority and the Government of Somalia to encourage the re-establishment of a textile industry on an economic basis.

91. The Council also hoped that, in order to encourage diversification of the economy, the Administering Authority and the Government of Somalia would pay particular attention to the establishment of light industries in the Territory.

92. The Administering Authority reported to the twenty-fourth session that several enterprises are studying the question of establishing a new textile industry in the Territory.

93. Legislation concerning foreign investments was approved by the Legislative Assembly in February 1960. The law, No. 10 of 18 February 1960, is intended to encourage foreign investment in the Territory. It contains guarantees of property rights to private foreign investors and provides for the repatriation of capital invested after five years and for the transfer of profits up to 15 per cent of the capital invested. Exemptions from custom duties are provided.

### IV. SOCIAL ADVANCEMENT

#### General

94. At its twenty-fourth session, the Council noted the progress achieved in the gradual settlement of the nomadic and semi-nomadic elements of the population of the Territory. It commended the Administering Authority and the Government of Somalia for the measures taken to encourage and facilitate this process under the 1954-1960 development plans, including the drilling of deep wells, the excavation of shallow wells and open reservoirs and the projects for the more effective utilization of the waters of the Scebeli and Giuba Rivers for agricultural and animal husbandry purposes. It considered that the results had been encouraging but that much remained to be done, not only in regard to the settling of nomadic peoples but also for the integration of the newly settled communities into the political, social and economic structures of the modern State of Somalia. It hoped that the Government of Somalia would continue to give high priority in the allocation of its financial and technical resources to the solution of this basic problem of the Territory and, in this connection, welcomed the contemplated abolition of the custom of *arifato*.<sup>9</sup> The Council also noted with satisfaction that the Somali authorities proposed to strengthen the drive for national unity and harmony and to discourage tribal consciousness in the political life of the Territory. Recalling its previous recommendation, the Council welcomed the extension of the franchise to women in the new electoral law.

95. The Advisory Council noted that the awareness on the part of Somali legislators of social problems had been growing and that a motion on abandoned children and handicapped persons had been passed in the Legislative Assembly. It also noted that the decision of the Legislative Assembly to abolish the *arifato* was a step forward in social progress. This trend in social thinking in Somalia was indicative of a transition from a tribal to a national perspective and, the Advisory Council stated, this was further emphasized by the passage by the Legislative Assembly of a motion on land tenure which considered the necessity to affirm, among other things, the principle that all land areas, sub-soil and water resources belonged to the State and urged the abolition of any further claim to collective property or to property owned by ethnic groups.

#### Labour

96. The new Labour Code which came into force on 1 January 1959 was described in the previous report of the Council to the General Assembly.<sup>10</sup> At its twenty-

<sup>9</sup> *Arifato* is the system whereby one tribal group is adopted as a client (*arifa*) by another large group. The *arifa* enjoys use of the tribal land and other benefits, and in turn shares in the collective responsibilities of the patron tribe and acknowledges the authority of its leaders.

<sup>10</sup> *Official Records of the General Assembly, Fourteenth Session, Supplement No. 4*, part II, chapter III, paras. 203-205.

fourth session, the Council welcomed the enactment of this first Labour Code and expressed the hope that the implementation of the Code would assist in the maintenance of good labour relations in the Territory.

97. The Advisory Council stated that, according to the Labour Code, the Minister of Social Affairs, after consultation with the Council of Ministers and the Central Labour Committee, shall by decree issue the necessary regulations to apply this Labour Code. Since the promulgation of the Labour Code, a year had passed and the Central Labour Committee, the key to the effective functioning of the Code, had not been constituted. The Advisory Council stated that an active Labour Department enjoying the co-operation and confidence of management and labour was indispensable to the development of good industrial and labour relations in Somalia.

98. The Advisory Council also noted that the year 1959 was marked by a tendency towards union reorganization and consolidation. Fourteen unions were registered during the year compared with only three in 1958. On 1 November 1959, the Somali Workers Federation, comprising seven unions, was established and its leaders, assisted by an expert provided by the International Confederation of Free Trade Unions (ICFTU), were able to bring existing unions into a closer relationship.

99. During 1959, forty-nine industrial disputes were reported, of which fifteen were settled by conciliation and the others were pending. In 73 per cent of the disputes, the trade unions represented their workers. There were no strikes in 1959 as compared with three in 1958. A threat of strike by the Teachers Union was averted by reassurances given by the Government to give their case favourable consideration.

#### SOCIAL SECURITY

100. Workers in certain types of industries are insured against accidents and occupational diseases through the *Cassa per le Assicurazioni Sociali della Somalia* (CASS) which was established in 1951. Figures provided by CASS show that 9,517 Somali workers were insured in 1951 and 12,308 in 1957. Owing to the closing down of a number of industrial undertakings and to the reduction of staff in others, the number of insured persons fell to 10,815 in 1959. At its twenty-fourth session, the Council welcomed the statement of the Administering Authority that the direction and control of the *Cassa* would shortly be handed over to Somalis.

101. The Advisory Council drew attention to the observations and recommendations for the future working of social insurance schemes in Somalia after independence which had been formulated in 1959 by an ILO expert who studied the question in Somalia in 1958. According to the Advisory Council, the most important of these suggested: that there was a need for a comprehensive revision of social insurance legislation to meet the conditions and requirements of Somalia; that CASS should be constituted as a Somali public law corporation having a legal personality and self-government under the general supervision of the Minister of Social Affairs; that the present legislation concerning employment injury insurance should be maintained; and that with the advent of independence, any existing scheme for compulsory sickness insurance would have to be expanded, even if by gradual stages, to include Somalis as well as Italians and other Europeans already covered.

102. As concerns assistance to, and rehabilitation of, ex-servicemen, the Advisory Council stated that, at the beginning of 1960, some 18,975 of an estimated total of 30,000 claims for pensions or gratuities had been examined; of these 7,000 cases had been completely processed and various payments had been made to 3,625 ex-servicemen. Of the number paid, 2,635 persons had received gratuity payments amounting to So. 1,055,660 and 900 had received pensions amounting to So. 798,368. There were still 3,375 of the processed claims remaining to be paid. The Advisory Council stated that these ex-servicemen were likely to constitute a social liability on the Somali Government after it attained its independence in July 1960. A motion was passed unanimously by the Legislative Assembly seeking and urging improvement of this situation.

#### MEDICAL AND HEALTH SERVICES

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

104. At its twenty-fourth session, the Council noted with concern that there were too few doctors in the Territory and that there was no qualified Somali medical practitioners. However, it noted that a number of Somali medical students would complete their training in the next few years. The Council considered that the Territory would continue to need foreign medical personnel for some time to come and hoped that Member States would respond to any request the Government of Somalia or the Administering Authority might make on its behalf. It commended the World Health Organization and the United Nations Children's Fund for participation in the establishment of a health training school in Mogadiscio, including the urban and rural training centres for Somali medical and health personnel. It also commended the Administering Authority, WHO and UNICEF for the preparation and implementation of the initial stages of an anti-tuberculosis campaign in the Territory and hoped that this campaign would meet with every possible success.

105. The Administering Authority reported that the health situation in the Territory remained on the whole satisfactory and that, thanks to constant controls being exercised, the incidence of infectious diseases had continued to decrease during the year under review. Expenditures of the Somali Government on public health, including capital expenditures, in 1959 amounted to So. 8,416,000, or 11.38 per cent of the ordinary annual expenditure. In addition, the Administering Authority spent So. 2,037,000 for salaries of doctors and other public health personnel. In 1958, the Somali Government spent So. 7,096,000, or 10.59 per cent of the budget, and the Administering Authority expended So. 2,005,000.

106. The Advisory Council stated that the Somali Government, with the Assistance of WHO and UNICEF, had embarked on a programme which eventually, it was hoped, would result in an organized tuberculosis service for the whole country. An anti-tuberculosis project in Somalia had been started with



the approval by the Government of a plan for a Mogadiscio Tuberculosis Centre, construction of which was estimated to cost So. 300,000 and should be completed in 1960. It also stated that the task now facing those concerned with the problem of malaria was whether to continue with control measures or whether an eradication campaign should be undertaken. The proposed plan for action in 1960 called for maintaining protection operations pending a pre-eradication survey tentatively scheduled for 1961-1962. During 1960, plans called for the decentralization of operations from Mogadiscio to five rural centres from which spraying operations, epidemiological and entomological surveys and control would be directed, and for the intensification in training of local personnel.

107. The Advisory Council also reported that the insufficiency of doctors continued to be a serious problem in Somalia. During 1959, there had been a slight increase in the number of doctors and it was expected that the graduation of a number of Somali doctors over the next few years would help to solve it. The estimated minimum of doctors required was ninety, and at the end of 1959 there were seventy-one doctors, fifty-two of whom were in government service and nineteen were attached to organizations or were in private practice. Eighteen Somalis were studying medicine in Italy and were expected to begin graduating as from 1961.

## V. EDUCATIONAL ADVANCEMENT

### GENERAL

108. The responsibility for developing education in Somalia now belongs to the Ministry of Public Education, the head of which is a Somali who is a member of the Council of Ministers. Total expenditures for education in 1959 amounted to So. 6,266,000. The 1960 education budget amounts to So. 6,932,000, or about 11.6 per cent of the ordinary annual budget.

109. At its twenty-fourth session, the Council noted that the 1952-1956 education plan, subsequently extended to 1958, had been completed and that its main objectives had been achieved. It welcomed the information that the Administering Authority and the Somali Government, with the assistance of the United Nations Educational, Scientific and Cultural Organization, intended to formulate a new five-year plan for education and that this plan would take into account the need for further expansion of the educational facilities of the Territory. The Council was appreciative of the assistance given by UNESCO in the development of the Territory's education system. The Council noted encouraging developments in this field, including the increase in primary school enrolment, both of boys and girls, the extension of facilities for secondary education and the increase in the number of students undergoing teacher training. The Council welcomed the establishment of a new fundamental education centre with the assistance of UNESCO and also the assistance given by the International Labour Organisation in the development and operation of a vocational training centre in the Territory. It hoped that UNESCO and ILO would be able to continue to participate in the operation of these important centres and that both would be able to offer additional assistance. It also expressed its appreciation of the assistance given by those governments which had offered scholarships for study at institutions of higher education in their respective countries and had provided teachers for service in the Territory. It welcomed the statement by the Minister of Industry and Commerce

of the Government of Somalia that by 1960 the country would be able to count on nearly fifty graduates from various universities and that the number of graduates would continue to increase in the future.

110. The Administering Authority reported that a new five-year plan for education for the years 1960-1965 was prepared in co-operation with UNESCO which will be implemented following its approval by the Legislative Assembly beginning with the school year 1960-1961.

### SCHOOLS

111. A distinction is made between Italian and Somali schools; the former, attended principally by Italian children, offer the metropolitan curriculum, while the latter have been adapted to the particular requirements of the population of the Territory. There are also private schools which do not have to follow government curricula. Their diplomas are not recognized by the Government, with the exception of the Pakistani school in Mogadiscio whose curriculum is similar to that of the public schools. During the year, the number of private schools increased to twelve with a total enrolment of 1,734 boys and girls.

112. The Administering Authority reported that the number of Government primary schools increased from 160 in 1958 to 181 in 1959. There are also twelve secondary and technical schools: the Somali Lower Secondary Schools in Mogadiscio, Baidoa and Galcaio, the latter two having been established in 1959, the Upper Secondary School, Teacher Training Institute, School of Islamic Discipline, the Agricultural College in Genale, the Maritime and Fishing School, the Industrial School, the School of Home Economics, the Commercial School and the Technical and Commercial Institute.

### STUDENTS

113. The enrolment figures for the school year 1959-1960, together with those for 1958-1959, were as follows:

#### A. Primary schools

	1958-1959	1959-1960
<i>Day courses</i>		
Somali schools .....	15,972	18,337
Italian schools .....	591	647
Pakistani schools .....	n.a.*	n.a.*
	16,563	18,984

#### *Evening adult courses*

Somali schools .....	18,156	22,657
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#### B. Secondary and vocational schools

	1958-1959	1959-1960
Secondary schools .....	830	1,036
Vocational schools .....	468	482
	1,298	1,518

\* Figure not available.

### HIGHER EDUCATION

114. The Administering Authority reported that the need for giving the organization of higher education a definite structure along broad lines had led to the transformation of the Higher Institute of Legal and Economic Studies into a University Institute of Somalia. Responding to present needs, the Institute will thus be enabled to branch out into new fields of study at the

university level. It is also reported that since 1 August 1960 a first course in higher teacher-training was added in the Faculty of Law and Economics already in existence. The University Institute has been housed since 13 January 1960 in a new building which, constructed at a cost of So. 850,000, includes, in addition to classrooms, a library, offices and a student hall. Since 1954, a total of 333 students have attended the Institute.

#### FUNDAMENTAL EDUCATION

115. The Fundamental Education Centre at Dinsor was established under the UNESCO Fundamental Education Project in 1954 in order to train Somali staff with a view to establishing community centres in different parts of the Territory. In addition to its co-operation with governmental schools, hospitals and agricultural stations in Dinsor, it also provides, in the field of fundamental education, courses in carpentry, embroidery and dressmaking.

116. A new training centre, the Somali-UNESCO Fundamental Education Centre (SUPEC) was established at Villabruzzi in August 1958. At present, twenty-nine students possessing elementary degrees are enrolled

in a two-year programme of courses in sociology, public health, agriculture, economics, foreign languages (English and Arabic) and general education, as well as practical work.

#### SCHOLARSHIPS

117. Scholarships from various sources were awarded to Somali students during the year. The number of Somali students on Administration scholarships in Italy increased from 134 in 1958 to 152 in 1959, and in 1960 an additional twenty-eight will be going to Italy. During 1959, thirty-four scholarships were offered to Somali students under the International Cooperation Administration of the United States and fourteen by the British Council, and numerous scholarships were offered by the United Arab Republic where students are attending secondary schools and various universities. Two Somalis studied in the United States of America under fellowships awarded under the United Nations Programme of Technical Assistance and several scholarships were offered by UNESCO in the fields of adult education and community development, science teaching and rural education.

## Chapter IV

### CAMEROONS UNDER BRITISH ADMINISTRATION

#### I. GENERAL

1. A description of the Territory and its peoples has been given in previous reports of the Council to the General Assembly, particularly in the report to the General Assembly at its eleventh session.<sup>1</sup> In mid-1958, the total population was estimated at 1,600,000, 774,000 in the North and 826,000 in the South.

#### II. POLITICAL ADVANCEMENT

##### GENERAL

2. The Trust Territory has been administered in accordance with the Trusteeship Agreement as an integral part of Nigeria. In 1958, the Northern Cameroons was administered as part of the Northern Region of Nigeria, while the Southern Cameroons had a status approaching that of a self-governing region of Nigeria. The approach of independence for the Federation of Nigeria has focused attention on the question of the future of the Trust Territory. At its thirteenth session, the General Assembly decided to hold separate plebiscites in the Northern and Southern Cameroons in 1959-1960. At its fourteenth session, the Assembly decided to postpone the plebiscite in the Southern Cameroons for one year, and, after considering the results of the plebiscite in the Northern Cameroons, decided that a second plebiscite should be held in that part of the Trust Territory in 1960-1961. Meanwhile, constitutional changes which have affected both parts of the Territory have been set in motion in Nigeria at both the federal and regional levels. Developments and decisions affecting the two parts of the Trust Territory are set out separately below.<sup>2</sup>

##### SOUTHERN CAMEROONS

###### (a) *Constitutional development*

3. Since its separation in 1954 from the Eastern Region of Nigeria, the Southern Cameroons has had its own legislature and has moved closer to self-government. At the London Conference in 1957, agreements were reached to introduce the ministerial system in the executive, to enlarge the legislature and make it more representative and to establish a House of Chiefs with advisory functions. At this stage, the question of implementing these changes became complicated by a fundamental cleavage between the two political groupings. The group in power, led by Dr. E. M. Endeley, consisting of an alliance between the Kamerun National Congress (KNC) and the Kamerun People's Party

(KPP) had clarified its objective as being to secure the status of a self-governing region within the Federation of Nigeria in 1959, and to gain its independence with Nigeria in 1960. On the other hand, the Kamerun National Democratic Party (KNDP) and One Kamerun (OK) stood for secession from Nigeria as a first step towards the reunification of the Cameroons. The Ministerial system was introduced in 1958 in the face of protests from the Opposition, and at the resumed London Conference it was agreed to postpone any further developments in the direction of self-government and regional status until after the general elections for the enlarged and more representative House of Assembly and the formation of the new government.

4. Elections were held on 24 January 1959, these being the first on the basis of universal adult suffrage. Of the twenty-six elective seats, the KNDP won fourteen, the other twelve going to the KNC/KPP Alliance. The One Kamerun did not present candidates in the election. The leader of the KNDP, Mr. J. N. Foncha, was invited to form a government and was appointed Premier on 30 January 1959. In March 1960, one of the KNDP members crossed the floor, thus giving the parties thirteen members each; the KNDP remains the party in power.

5. In November 1959, the Constitution was amended to give effect to certain of the decisions arrived at during the Constitutional Conference held in London in 1958. These amendments made provisions for the number of Southern Cameroons Ministers to be increased and for the appointment of parliamentary secretaries, for the transfer of the High Commissioner's reserved legislative and executive powers to the Commissioner and for the establishment of a Southern Cameroons Public Service. Two additional Ministries (Commerce and Industry, and Co-operatives and Community Development) have been created and Parliamentary Secretaries have been appointed to the Ministers of Local Government, Commerce and Industry, and Natural Resources.

6. In 1958, the Southern Cameroons was represented in the Federal House of Representatives by six elected members. In accordance with the Constitution, one of these members was appointed to the Federal Council of Ministers. In February 1959, a motion was passed in the Southern Cameroons House of Assembly praying that the federal elections should be postponed until after the plebiscite. The Governor-General acceded to this request and accordingly no federal elections took place in the Southern Cameroons, which in consequence is no longer represented in the House of Representatives.

###### (b) *Future Status*

7. The question of the future of the Trust Territories of the Cameroons under United Kingdom administration and the Cameroons under French administration was taken up by the General Assembly at its

<sup>1</sup> Official Records of the General Assembly, Eleventh Session, Supplement No. 4 (A/3170), part II, chapter IV.

<sup>2</sup> For a fuller description of the constitutional changes up to the end of 1958, see The Report of the Visiting Mission to the Cameroons under United Kingdom administration, 1958, T/1426 and Add.1, paras. 50-74.

resumed thirteenth session, following the presentation of the report of the 1958 Visiting Mission. The Assembly adopted resolution 1350 (XIII) which, *inter alia*, recommended that the Administering Authority take steps, in consultation with a United Nations Plebiscite Commissioner, to organize, under the supervision of the United Nations, separate plebiscites in the Northern and Southern parts of the Cameroons under United Kingdom administration, in order to ascertain the wishes of the inhabitants concerning their future. It recommended that the plebiscite in the Southern Cameroons should be conducted during the next dry season between the beginning of December 1959 and the end of April 1960. It decided that the alternatives to be put to the people of the Southern part of the Territory and the qualifications for voting in the plebiscite should be considered at the fourteenth session of the General Assembly. It also expressed the hope that all concerned in the Territory would endeavour to reach agreement before the opening of the fourteenth session on the alternatives to be put in the plebiscite, and the qualifications for voting in it. The Assembly decided to appoint a United Nations Plebiscite Commissioner to exercise on behalf of the General Assembly all the necessary powers and functions of supervision, assisted by observers and staff to be appointed by the Secretary-General, in consultation with him. The Assembly requested the Plebiscite Commissioner to submit to the Trusteeship Council a report in two parts on the organization, conduct and results of the plebiscites, the first part of the report dealing with the Northern part of the Territory to be submitted in time for transmission to the General Assembly for consideration before the end of its fourteenth session. The Assembly also requested the Council to transmit to it the reports of the Plebiscite Commissioner, together with any recommendations and observations it considered necessary. Dr. Djalal Abdoh (Iran) was elected by the General Assembly as the Plebiscite Commissioner.<sup>3</sup>

8. At the fourteenth session, the Administering Authority informed the General Assembly of what had been done to promote agreement on the alternatives to be put, and on the qualifications for voting, in the plebiscite in the Southern Cameroons. After unsuccessful discussions with political leaders, a conference had been arranged in which the political leaders and the chiefs and representatives of the Native Authorities and of other groups in the Southern Cameroons took part. The conference, which was held at Mamfe and presided over by an independent chairman, Sir Sidney Philipson, had discussed the matter for two days but had failed to reach an agreement either on the alternatives to be put or on the qualifications for voting.

9. Statements were made to the General Assembly by the Premier, Mr. Foncha (KNDP), and the leader of the Opposition, Dr. Endeley, and by two petitioners, Mr. Mbile (KPP), Deputy Leader of the Opposition and Mr. Ntumazah (OK), in which each explained his party's views on the plebiscite. Mr. Foncha considered that the alternatives should be regional status within an independent Nigeria or separation from Nigeria and continuation of trusteeship for a limited period after which a decision could be made. Dr. Endeley, Mr. Mbile and Mr. Ntumazah agreed with Mr. Foncha on the first alternative but favoured unification with an independent French Cameroons as the second alterna-

tive. On the question of qualifications, Mr. Foncha believed that only those born in the Southern Cameroons should be entitled to vote in the plebiscite, and in this he was supported by Mr. Ntumazah. Dr. Endeley and Mr. Mbile, however, felt that the register should include residents not born in the Territory. Many petitions were received by the Secretary-General from individuals, political parties and other organizations in the Southern Cameroons in which support was given for these differing points of view.

10. Following negotiations, Mr. Foncha and Dr. Endeley issued an agreed statement<sup>4</sup> to the General Assembly. They suggested that in view of the failure of the parties to reach agreement, it would be wiser to defer consultation with the people for the time being. They were also agreed that the Administering Authority should take steps to separate the administration of the Southern Cameroons from that of the Federation of Nigeria; that this should be completed not later than 1 October 1960; and that, pending settlement of its future, the Southern Cameroons should continue to be administered under the existing Trusteeship Agreement, but separately from Nigeria. They also suggested 1962 as the date for ascertaining the wishes of the people.

11. The representative of the Administering Authority informed the Assembly that his Government was willing to continue to administer the Southern Cameroons as a Trust Territory until its future had been finally settled. In that case, however, it could not continue to be administered as an integral part of Nigeria. Separation would raise administrative problems relating to the services now provided by Nigeria which would involve negotiations with the Federal Government.

12. The Assembly adopted resolution 1352 (XIV) which, noting the statements that had been made, decided that the arrangements for the plebiscite in the Southern Cameroons should begin on 30 September 1960, and that the plebiscite should be concluded not later than March 1961. It recommended that the two questions to be put at the plebiscite should be:

"(a) Do you wish to achieve independence by joining the independent Federation of Nigeria?"

"(b) Do you wish to achieve independence by joining the independent Republic of the Cameroons?"

The Assembly also recommended that only persons born in the Southern Cameroons or one of whose parents was born in the Southern Cameroons should vote in the plebiscite. It further recommended that the Administering Authority in consultation with the Government of the Southern Cameroons should take steps to implement the separation of the administration of the Southern Cameroons from that of the Federation of Nigeria, not later than 1 October 1960.

13. The Secretary-General has received fourteen petitions<sup>5</sup> dealing with these discussions and decisions. Seven oppose the agreement reached between the political leaders, two support it, one objects to the plebiscite questions being decided now, three propose the addition of a third question and one opposes this suggestion. In two communications which are copies of a cable and a letter to the High Commissioner for the Cameroons and the Secretary of State for the Colonies from the

<sup>3</sup> Official Records of the General Assembly, Thirteenth Session, 794th plenary meeting, 13 March 1959.

<sup>4</sup> A/C.4/414.

<sup>5</sup> T/PET.4/L.57-59, L.61, L.64-67, L.79, L.81 and Add.1, L.82.

Leader and Deputy Leader of the Opposition dated 19 March and 4 April 1960,<sup>6</sup> the dissolution of the House of Assembly is argued and requested. Another petition<sup>7</sup> dated 12 April 1960 supports this request. A communication<sup>8</sup> dated 26 March 1960, which is a copy of a letter from the Premier and his Ministers to the High Commissioner for the Cameroons, contains allegations concerning the activities of the Opposition parties which it is stated have not only planned to overthrow the Government but also to influence the results of the forthcoming plebiscite in favour of integration with Nigeria. The Premier's letter also contains complaints against the activities of certain expatriate civil servants, a statement of the reasons for rejecting the demand for the dissolution of the House of Assembly and a request that the High Commissioner intervene. Another petition<sup>9</sup> contains similar references to the activities of the Opposition parties.

#### (c) *Civil service*

14. The establishment of a civil service for the Southern Cameroons, separate from the Federal Civil Service of Nigeria was one of the questions which the Administering Authority agreed at the London Conference to consider if requested by the new Government. The Southern Cameroons Public Service, with an advisory Public Service Commission, came into being in February 1960.

15. In 1958, out of a total of 7,184 persons employed in the government service, 5,161 were Cameroonians, 1,877 were other Africans and 146 were non-Africans. Of this total, 4,328 were employed by the Department of Public Works. The number of Native Authority staff was estimated at 1,810.

16. At past sessions, the Council has given particular attention to the need for training Cameroonians for responsible posts in the Administration. The Visiting Mission in 1958 noted that at the time of its visit there were, in the Southern Cameroons Departments, twenty-one Cameroonian senior staff out of a total of 112, and 649 Cameroonian junior established staff out of a total of 853. It also noted that, although both political parties accepted the need to employ expatriate officers for a good many years to come, the existing shortages, particularly of administrative officers, could not be overcome until it became possible to recruit suitably qualified Cameroonian officers.

### NORTHERN CAMEROONS

#### (a) *Constitutional development*

17. The Northern Cameroons had been administered as part of the Northern Region of Nigeria which, following agreements reached at the resumed London Conference in 1958, became self-governing in March 1959, though the Governor retained his general reserve powers in relation to the Northern Cameroons to enable the United Kingdom Government, as the Administering Authority, to ensure the discharge of its obligations under the Trusteeship Agreement.

18. The House of Assembly of the Northern Region, in which the people of the Trust Territory are represented by five members, was elected in 1956 by means of an electoral college system, on the basis of

adult male suffrage. The other legislative body in the North, the Northern House of Chiefs includes three members whose jurisdiction extends wholly or partly over the Trust Territory. Two of the Ministers in the present Government are returned from constituencies in the Northern Cameroons. One of these Ministers was Minister for Northern Cameroons' Affairs who presided over the Consultative Committee for the Northern Cameroons, which, until its recent abolition, was an advisory body to the Executive Council composed of sixteen representatives from various parts of the Northern Cameroons.

19. The elections for the Northern House of Assembly in 1956 were won by the Northern Peoples Congress (NPC) to which all the representatives elected from Northern Cameroons constituencies belong. Other parties at present active in the Territory include the Action Group (AG), the United Middle Belt Congress (UMBC), the Northern Elements Progressive Union (NEPU), and the Northern Kamerun Democratic Party (NKDP).

20. Elections to the Federal House of Representatives were held throughout Nigeria including the Northern Trust Territory on 12 December. In the seven constituencies lying wholly within the Northern Trust Territory, four Action Group and three Northern Peoples Congress candidates were returned. In accordance with the terms of the agreement reached in London in 1958 the franchise in the Northern Region was restricted to adult males.

21. Local government<sup>10</sup> is in the hands of Native Authorities one of which lies wholly within the Trust Territory. These Native Authorities, along with others in the Northern Region, which have developed from traditional Moslem Emirates, have been made more representative in recent years by the development of Councils, some of which are partly elective. Outer Councils which are also partly elective and have advisory functions have also been established.

22. District administration is in the hands of appointed District Heads who may be traditional leaders or career administrators. They are assisted by District Councils which have advisory functions and which are elective to varying degrees. At the village level, there are Village Heads who are sometimes elected and who sometimes are assisted by village councils.

23. In 1958, the Visiting Mission received requests from opposition parties that certain portions of the Trust Territory within the Adamawa Native Authority should be constituted a separate Native Authority. The Mission was inclined to believe that there were genuine grounds for discontent. It suggested that the problem might be solved by purely administrative measures and considered that the situation deserved further study by the authorities concerned.

#### (b) *Future status*

24. At its resumed thirteenth session, the General Assembly discussed the future of the Territory and adopted resolution 1350 (XIII) which *inter alia* recommended that a separate plebiscite be held in the Northern Cameroons about the middle of November 1959 and that the people should be asked:

<sup>10</sup> The system of local government described in these two paragraphs has been superseded by a new system which came into being with effect from 1 April 1960. For the details of the new system see the report of the Administering Authority on the process of separation of the administration of the Northern Cameroons from that of Nigeria (T/1530), paras. 10-25.

<sup>6</sup> T/COM.4/L.51 and Add.1.

<sup>7</sup> T/PET.4/L.82.

<sup>8</sup> T/COM.4/L.52.

<sup>9</sup> T/PET.4/L.80.

"(a) Do you wish the Northern Cameroons to be part of the Northern Region of Nigeria when the Federation of Nigeria becomes independent?

or

"(b) Are you in favour of deciding the future of the Northern Cameroons at a later date?"

The Assembly also recommended that the plebiscite in this part of the Territory should be conducted on the basis of the electoral register then being compiled for the elections to the Federal House of Representatives. As noted above, Dr. Djalal Abdoh (Iran) was elected as the Plebiscite Commissioner and was requested to submit the first part of his report dealing with the plebiscite in the Northern part of the Territory to the Trusteeship Council in time for its transmission to the General Assembly for consideration before the end of its fourteenth session.

25. The Plebiscite Commissioner presented the first part of his report, on the organization, conduct and results of the plebiscite in the Northern part of the Territory,<sup>11</sup> to the Trusteeship Council at its tenth special session. In his report, the Commissioner informed the Council that he was satisfied that the plebiscite had been organized and conducted by the Administering Authority with efficiency and impartiality and that it had been held in an atmosphere of freedom. A total of 113,859 votes had been cast; 70,546 in favour of the second alternative and 42,788 in favour of the first. The Plebiscite Commissioner felt that one of the reasons why the majority voted in favour of the second alternative was to express the will for a speedy introduction of reforms in the system of local administration. The Council adopted a resolution transmitting the Commissioner's report to the General Assembly.

26. The Plebiscite Commissioner's report and the results of the plebiscite were examined by the General Assembly at its fourteenth session. The representative of the Administering Authority informed the Assembly that the Administering Authority interpreted the results of the plebiscite as an expression by the people of dissatisfaction at not being able to play a larger part in the system of local administration and he indicated that reforms would be introduced speedily. He also informed the Assembly that, as it would no longer be possible to administer the Northern Cameroons as an integral part of Nigeria after the date of Nigerian independence, the Administering Authority intended to administer the Territory separately through an Administrator responsible to Her Majesty's Government in the United Kingdom.

27. After discussing these statements and the Commissioner's report the Assembly adopted resolution 1473 (XIV) which recommended that the Administering Authority, in pursuance of Article 76 b of the Charter and in consultation with the United Nations Plebiscite Commissioner, should organize under United Nations supervision, a further plebiscite in the Northern Cameroons, the arrangements for which should begin on 30 September 1960 and that the plebiscite should be concluded not later than March 1961. It decided that the two questions to be put at this plebiscite should be:

"(a) Do you wish to achieve independence by joining the independent Republic of the Cameroons?

"(b) Do you wish to achieve independence by joining the independent Federation of Nigeria?"

It recommended that the plebiscite be conducted on the basis of universal adult suffrage, all those over the age of twenty-one and ordinarily resident in the Northern Cameroons being qualified to vote. It requested the United Nations Plebiscite Commissioner to report to the Trusteeship Council on the organization, conduct and results of this plebiscite, in order that the Council might transmit its report to the General Assembly together with any recommendations and observations it considered necessary. It further recommended that the necessary measures be taken without delay for the further decentralization of governmental functions and the effective democratization of local government in the northern part of the Trust Territory and that the Administering Authority should initiate without delay the separation of the administration of the Northern Cameroons from that of Nigeria and that this process should be completed by 1 October 1960. It also requested the Administering Authority to report on the process of separation to the Trusteeship Council at its twenty-sixth session and requested the Council to submit a report on this matter to the General Assembly at its fifteenth session. Finally, it declared that the participation of the Northern Cameroons in the elections to the Federal Legislative Assembly should in no way interfere with, or influence, the free choice of the people of the Northern Cameroons in deciding their future in the forthcoming plebiscite.

28. In a petition dated 7 December 1959, received by the Secretary-General from the Northern Kamerun Democratic Party,<sup>12</sup> the petitioners asked that the Northern Cameroons be separated both from the Northern Region and from the Federation of Nigeria. They asked for their own government and House of Assembly under the Commissioner for the Cameroons who, after September 1960, should be responsible to the Colonial Secretary in London. They looked forward to unity with the Southern Cameroons as a first step towards the unification of all parts of the Cameroons. In another petition dated 22 February 1960 from the Michika branch of the NKDP,<sup>13</sup> the petitioners asked for no more elections until after ten years, during which time they would like to remain under trusteeship.

#### THE FUTURE OF THE TERRITORY

29. At its twenty-sixth session, the Council had before it a report by the Administering Authority on the separation of the Southern Cameroons from the Federation of Nigeria<sup>14</sup> and also a report by the Administering Authority on the process of separation of the administration of the Northern Cameroons from that of Nigeria.<sup>15</sup>

30. In the report concerning the Southern Cameroons, the Administering Authority informed the Council that the separation of the Southern Cameroons would formally take place on 1 October 1960, when a new Constitution would come into force. Under this Constitution, the Commissioner would be responsible directly to the Secretary of State in London and neither the Governor-General nor the Government of Nigeria would any longer have any jurisdiction in the Southern Cameroons. The report also set out the arrangements for

<sup>12</sup> T/PET.4/L.78.

<sup>13</sup> T/PET.4/L.83.

<sup>14</sup> T/1526.

<sup>15</sup> T/1530.

<sup>11</sup> T/1491 and Add.1 and Corr.1.



separation being made by the Administering Authority in relation to the staff of the newly created Southern Cameroons Public Service, the services that would continue to be provided by the Federation of Nigeria, the police force, the judiciary and finance.

31. In the report relating to the Northern Cameroons, the Administering Authority informed the Council that a separate administration would be established in the Northern Cameroons with effect from 1 October 1960. After that date, the responsibility for the Administration of the Territory would be vested in an Administrator, who would be directly responsible to Her Majesty's Government in the United Kingdom and neither the Federal nor Regional Governments of Nigeria would have any jurisdiction in the Trust Territory. The changes already made included the abolition of the Consultative Committee for the Northern Cameroons and the Ministry of the Northern Cameroons, the establishment of new administrative divisions wholly within the Trust Territory and the introduction of measures to democratize local government. The report also set out the arrangements under which the services at present provided in the Trust Territory by the Federal and Northern Regional Governments of Nigeria would be continued after separation.

32. Having discussed these reports, the Council adopted resolution 2013 (XXVI), transmitting to the General Assembly at its fifteenth session the records of the meetings at which the future of the Territory was discussed at its twenty-sixth session. By this resolution, the Council requested the Administering Authority to take into account the observations and suggestions made at the twenty-sixth session in completing the separation of the administration of the two parts of the Territory from that of the Federation of Nigeria not later than 1 October 1960 ensuring, in particular, the existence, thereafter until the completion of the plebiscites in the Territory, of police forces, wholly responsible to the authorities in the Territory. The Council expressed the hope that steps would be taken to extend the principle of universal adult suffrage to all future elections in the Territory. It also requested the Administering Authority to take appropriate steps, in consultations with the authorities concerned, to ensure that the people of the Territory were fully informed, before the plebiscite, of the constitutional arrangements that would have to be made, at the appropriate time, to implement the decisions at the plebiscites.

33. Representatives of the Action Group in the Northern Cameroons appeared as oral petitioners before the Council at its twenty-sixth session and made a joint statement of their views concerning the forthcoming plebiscite. The petitioners asked that the second question should be: "Would you rather have a decision on the future of the Northern Cameroons deferred to a later date?" They believed that this was necessary because the conditions under which the Northern Cameroons would join the Federation of Nigeria, namely by joining the Northern Region of Nigeria, were unsatisfactory, having in fact been rejected by the people at the last plebiscite. They considered that further time was needed to enable more satisfactory conditions to be negotiated with the Federal Government. The Council decided to transmit to the General Assembly the record of its meeting and to draw the petitioners' statement to the attention of the General Assembly at its fifteenth session.

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

### THE FUTURE OF THE TERRITORY

34. The representative of Bolivia believed that the problem of the future of the Territory must be solved by the people of the Territory in the plebiscite which would be guaranteed by a representative of the United Nations. He hoped that this free choice of the peoples concerned would be oriented towards a great future and that it would be above any local or limited view.

35. The representative of Australia believed that, as the people of the Northern Cameroons had been reluctant to accept the principle of female suffrage and had not seen fit to accept the principle at this stage for normal elections, the Administering Authority was wise in respecting that view.

36. The representative of Paraguay hoped that by October 1960 the police forces would be recruited exclusively from within the Territory so that there would be no doubts about their independence and, to this end, he urged the Administering Authority to accelerate its reorganization of the police forces in both parts of the Territory, particularly in the Northern Cameroons. He also hoped that the democratization of local government would be pursued urgently.

37. The representative of the United States of America was confident that, as a result of the arrangements for the separation of the Territory from Nigeria made by the Administering Authority, the coming plebiscites would be impartial and free from outside influence. He believed that the conduct of the plebiscite in the Northern part of the Territory on the basis of universal adult suffrage might help break down the traditional resistance to this form of suffrage, but that the method of voting in any nation must ultimately be determined by the people themselves and could not be effectively imposed from outside.

38. The representative of Burma believed that the defect in the arrangements for the services that would be provided by the Federal Government of Nigeria lay, not in the contractual status of the personnel, but in the fact that they would be directly responsible, in the South, to the Commissioner and in the North to the Administrator, and not to any Minister or to the Government of the Southern Cameroons. He stressed the necessity of increasing Cameroonianization of the public service, especially in the senior ranks of the police force. With regard to the question of universal suffrage, he felt that if it was true that the attitude of parents to the education of women had undergone a definite change, it was difficult to believe that there were loud protests to any suggestion that women have the vote.

39. The representative of New Zealand believed that the Administering Authority had approached the problem of control of the police force in the period after 1 October 1960 without sacrifice of either principle or common sense. He thought it most desirable that, before the people voted or decided which of their independent neighbours they should join in freedom, they should have a clear idea of the terms of such a union.

40. The representative of France, in expressing the views of the Republic of Cameroun as well as those of his own delegation, stated that the President of Cameroun felt that it was most important that the General Assembly's resolutions be implemented exactly. He believed that the administrative separation of the Southern

and Northern Cameroons from Nigeria, which was one of the major preconditions for the impartiality of the plebiscite, must be complete and must have been applied for a sufficient period of time for it to have a practical effect. The measures to separate the Northern Cameroons seemed to be proceeding at a somewhat slow pace, reinforcing the influence of the Government of the Northern Region of Nigeria. In view of these tendencies, the Government of Cameroun wished to express its reservations and hoped that the Administering Authority would directly administer the Northern Cameroons and would assume a strict neutrality during the whole period of the preparation of the plebiscite. The representative of France went on to state that certain powers still held by the Government of the Northern Region in relation to the Northern Cameroons indicated a certain permanence of the presence of Nigeria. He believed that as this situation might give rise to objections and be open to challenge, it should be terminated as soon as possible.

41. The representative of the Union of Soviet Socialist Republics stressed that the basic task of the Trusteeship Council, in relation to the Cameroons at the present time, was to ensure the strict and timely fulfilment of the decisions of the General Assembly in preparation for the holding of a plebiscite, thereby giving the population, through the plebiscite, the opportunity of freely expressing their will. He stated that in implementing the resolutions of the General Assembly, the Administering Authority so far had taken only a few of the necessary measures towards the separation of the Northern Cameroons' administration from that of Nigeria and that it was necessary for further steps to be taken. He believed that the Administering Authority should carefully consider the views expressed by members of the Trusteeship Council concerning the need to separate the police in both the Northern and Southern parts of the Territory from the police of Nigeria. He went on to state that the implementation of the General Assembly's recommendations regarding effective democratization of the system of administration in the Northern part of the Cameroons had so far been limited to preparations for the establishment of local councils on the basis of elections in which voting rights were granted only to men, though the General Assembly had adopted a resolution to the effect that women in the Northern Cameroons should be given the same rights as men in participating in the forthcoming plebiscite. He also pointed out that the Administering Authority had not yet formulated any clear-cut and comprehensive plan for the implementation of real and effective democratization of the administration of the Northern Cameroons. In this connexion, he said that it was significant that the people to whom the Administering Authority had entrusted the task of formulating proposals for the introduction of administrative reforms were the very Chiefs and colonial officials whose authority was supposed to be curbed by the democratization called for by the General Assembly. Hence it was all the more urgent that steps should be taken to introduce universal suffrage and to hold democratic elections for all administrative organs, the Heads of the Native Authorities included, in the Northern Cameroons. The Administering Authority should submit a supplementary report on that subject to the General Assembly.

42. The facts taken from the official documents submitted to the United Nations by the Administering Authority itself showed what the Territory had derived

from the forty-year period of the Administering Authority's rule. Industry in the Cameroons was non-existent and agriculture was still very backward. There were no railways and the inadequacy of the road network made certain areas inaccessible during the rainy season. The situation in the medical and educational fields, particularly in the Northern Cameroons, was far from being satisfactory. The indigenous inhabitants had obviously come to the conclusion that they must take matters into their own hands, recognizing that only independence provided the conditions in which former colonies and Trust Territories could develop their full potentialities. His delegation was confident that when the Cameroonian people had decided their future by the votes they would cast in the forthcoming plebiscites, they would show the world what a liberated nation could do to improve the lot of its own citizens.

43. In conclusion, he stressed once again that the Council's task was to ensure the strict and timely implementation of the resolutions of the General Assembly, giving the population the opportunity freely to express its wishes by means of the plebiscites. His delegation would wholeheartedly welcome their decision, whether it was to join the independent Federation of Nigeria or the independent Republic of Cameroun.

44. The representative of India stated that the arrangements for the separation of the Trust Territory from Nigeria, with which it had always been administered as an integral part, should be such as to ensure that the free expression of the wishes of the people at the plebiscites on the question of their future should not be inhibited in any way. He accepted as a matter of practical necessity that it might be necessary for a certain number of Nigerian and expatriate civil servants to remain in the Territory after 30 September 1960, but considered that such officials should be wholly under the administrative and operational jurisdiction of the Government of the Southern Cameroons. He noted that departments of the Federal Government of Nigeria would continue to provide certain services as agents of the Administering Authority. It appeared from this arrangement that the responsibilities of the Administering Authority would be carried out *in toto* by the Federal Government of Nigeria. He also noted that in respect of their activities in the Southern Cameroons the agents would be directly responsible to the Commissioner and not to any Federal Minister. This seemed a complex arrangement and he believed that a better and perhaps constitutionally more suitable arrangement would be that the authority now exercised by the Governor-General of Nigeria should be entirely transferred to the Commissioner of the Southern Cameroons who would have full juridical and operational control over these services. His authority would naturally include the conclusion of any practical arrangements with the Government of Nigeria during the period between October 1960 and the termination of the Trusteeship Agreement. These considerations had particular relevance to the police force. He noted that while police in the Southern Cameroons would be seconded from the Nigerian Federal Service, the use and operational control of police would be vested in the Commissioner of the Cameroons. He presumed that secondment was necessary purely for technical reasons of continuity of service, in the event of the Territory deciding to become independent as part of the Federation of Nigeria. In this case, he believed that the secondment should be for a fixed period and he hoped that the Inspector-General of Police in Nigeria would not have the right to with-

draw and replace officers serving in the Southern Cameroons. He made this suggestion in order to scotch any possible criticism that might arise through the continued membership of the Federal Nigerian police by the Southern Cameroons police force, of any manipulation of the composition of the force or of any indirect influencing of the working of the force. He was disturbed at the denial of franchise to women in the Northern part of the Territory. The General Assembly had decided that women should have the right to vote in the plebiscite and he could not accept that what was right for the plebiscite was not right for local elections.

45. The representative of Italy stressed the need to make the separation of the Trust Territory from Nigeria as effective as was practically possible. He hoped that the Administering Authority would consider some of the aspects of the situation which were referred to by the representative of India, particularly the case of the police in the Southern Cameroons. He also considered that the preparation for the plebiscite and the shaping of policies pending the decision of the people at the plebiscite were problems of paramount importance and required careful attention.

46. The representative of China was satisfied with the arrangements for continuing the services in the Southern Cameroons now provided by departments of the Federal Government of Nigeria, as long as the practical operation of those services in the transitional period was under local and efficient control. He noted with satisfaction that when separation took place the whole body of police serving in the Southern Cameroons would, with the exception of a few expatriate officers, be Cameroonians. He also noted that certain powers previously exercised by the Federal Government would be transferred to the Commissioner of the Southern Cameroons but considered that the Government, which now had a responsible ministerial system, should be accorded broader competence and powers. With regard to the democratization of local government in the Northern Cameroons, he stated that, since the Administering Authority had been able to persuade the people to accept the principle of universal adult suffrage for the plebiscite, he failed to see why a similar effort would not be fruitful in the case of local elections. He added that the principle of reconstituting local councils by election which had been adopted in the other new divisions, should be applied to the Dikwa Division. He realized that it would be well-nigh impossible for the influence of Nigeria not to be felt in the Northern Cameroons, but the Administering Authority was expected to take all measures necessary to ensure the complete impartiality of the forthcoming plebiscite.

47. The representative of the United Arab Republic considered that, to avoid any possible suspicion impugning the impartiality of the plebiscite, the Administering Authority should fill the gaps in the Southern Cameroons' Public Service with expatriate officers rather than with officers who had volunteered to be seconded from the Nigerian Federal Government. He questioned the usefulness of special members in the House of Assembly and believed that unless the Government and the Opposition were opposed to such a change, the House should be made fully elective without further delay. He considered that, in the interests of the impartiality of the plebiscite in the Northern part of the Territory, the link between the United Hills Subordinate Native Authority and the Wukari Native Authority should be severed without undue delay. He also felt that the Administering Authority should exert a special

effort to remove any doubts with regard to the relations of the police in the Territory with the Department of Police in Nigeria. He believed that the Administering Authority should give further consideration to providing a completely separate and independent police force for the Territory. He also wondered whether the size of the police forces would be adequate to maintain law and order during the plebiscite. With regard to the measures taken to democratize local government, he believed that the heads of the Native Authority Councils should be chosen on the basis of election, and that the Administering Authority should take effective measures to enlighten public opinion to ensure that future elections would reflect the true wishes of the population. He also hoped that the electoral rolls would be drawn up on the basis of universal adult suffrage. He believed that to guarantee the impartiality of the plebiscite every trace of possible external influence should be removed and the people should be enlightened as to what form of association they would have if they voted for either the first or the second choice.

48. The representative of the Administering Authority stated in reply to the matters raised by the representative of France, that the Government of the Northern Region of Nigeria had been given no new authority in the Northern Cameroons. The Ministry of Northern Cameroons' Affairs had been abolished and its functions had been taken over by the Premier's Office as a purely temporary arrangement to cover the transitional period until the jurisdiction of Nigeria in the Northern Cameroons ceased on 30 September 1960. Although until that date the Nigerian Government would continue to have a certain role, that role was continually diminishing. After that date, the Administering Authority would itself administer the Territory and no Nigerian Government would have any jurisdiction in either part of the Territory. Thus the Nigerian Government would cease completely to have any responsibility in the Territory several months before the voting would take place.

49. With reference to the question of services which would continue to be provided in the Territory by various Nigerian departments after 30 September 1960, the representative of the Administering Authority stated that he believed that he could give complete satisfaction on the points raised by the representative of India. The authority at present exercised by the Governor-General of Nigeria would be transferred to the Commissioner in the South and to the Administrator in the North. The arrangements for these support services were being made by agreement between the Administering Authority, in consultation with the Southern Cameroons' authorities in the case of the Southern Cameroons, on the one hand, and the Nigerian authorities concerned on the other hand. But constitutional authority would lie in the Cameroons itself, with the Administrator in the North and with the Commissioner in the South, under the general responsibility of the United Kingdom Government. He added, in response to a point raised by the representative of Burma, that making these services responsible in the South to the Commissioner was part of the general arrangements for handling these matters which had been accepted by the Southern Cameroons' Government.

50. He recognized the special importance of the police arrangements. He emphasized that the Commissioner in the South would be directly and solely responsible to the Administering Authority for law and order and that the use and operational control of the police

would be vested in him constitutionally. The same would apply to the Administrator of the Northern Cameroons. The Commissioner and the Administrator would exercise their responsibility through a police force under the command of the Commissioner of Police in the Southern Cameroons and the Senior Police Officer in the Northern Cameroons. The police would be seconded from 1 October for the whole of the period in question. The Commissioner of Police, or the Senior Police Officer in the North, would be directly responsible to the Commissioner of the Cameroons, or, in the North, the Administrator, for the operation and use of the police force and he alone, under the authority of the Commissioner or the Administrator, would give them their orders. In carrying out these functions, these officers would not be answerable to the Inspector-General of the Federal police. In answer to a specific point raised by the representative of India, he stated that during their period of secondment, police in the Cameroons would be controlled by the Commissioner of Police in the Southern Cameroons and the Senior Police Officer in the Northern Cameroons, respectively. While he would not absolutely guarantee that there would be no replacements from outside owing to factors such as the death or sickness of a commissioned officer, the intention was that the control of the forces, including staffing, should be exercised within the Territory.

51. In answer to the suggestion made by the representative of the United Arab Republic that expatriate officers rather than Nigerian officers be seconded to the police forces in the Cameroons, the representative of the Administering Authority stated that there would be no Nigerian commissioned officers in the police forces but that, in the North, some of the other ranks would be Nigerians. In answer to a question from the same representative concerning the size of the police force and its adequacy to maintain law and order during the plebiscite, the representative of the Administering Authority stated that in the Northern Cameroons there would be 130 police, together with some 300 or 400 local authority police. He added that the Administering Authority accepted the responsibility for maintaining law and order in the Territory and would make whatever provision might be necessary to meet this responsibility.

52. In reply to points raised by the representatives of the United Arab Republic and the Union of Soviet Socialist Republics, concerning the method of appointing the Heads or Chairmen of the Native Authority Councils in the North, he pointed out that the only reason the arrangements had not yet been settled was because the Native Authority Councils did not yet exist. These Councils were in the process of being elected and he believed that it would be undemocratic to settle the method of choosing the Heads or Chairmen of these Councils until this could be discussed with the Councils themselves, after they had been elected. The use of the word "appointing" in the Administering Authority's report might have given rise to a misunderstanding. The method of choosing these Heads would depend on the view of the elected members of the Councils themselves; it did not mean that they would not be elected.

53. On the question of suffrage for elections to local government bodies, he stated that, while the United Kingdom had a good record on the question of women voting both within the United Kingdom itself and in territories for the administration of which it was responsible, it must also attach importance to the views of the people of an area. He emphasized that the objections in this Territory to women voting were not confined to

the Chiefs, but extended to ordinary people, nor were they confined to Muslims. He looked forward to the time when women would vote in local elections and considered that the best way of securing such progress was by persuasion and education. In response to a point raised by the representative of India, he reiterated that there was a clear distinction between the plebiscite and local elections. It was not unreasonable that local opinion and custom should, in the conduct of plebiscites leading to the termination of Trusteeship, give way to the practices, including universal adult suffrage, that have been developed by the United Nations. But in the case of local elections, the Administering Authority had obligations under the Trusteeship Agreement and the Charter which would not enable it to ignore the freely expressed wishes of the people. As far as these were known, they were that they should not have women voting at the present time. He believed that the question ought to be left to the people of the Cameroons to decide freely for themselves in the future.

54. He agreed that it was important that the people of the Cameroons should know before the plebiscite under what arrangements they might enter either the Republic of Cameroun or the Federation of Nigeria, though these arrangements must ultimately be a matter for the respective Governments of those countries to decide. He stated that the Administering Authority had already formally asked the Government of the Republic of Cameroun to enter into consultations on this matter. He hoped that it would be possible for these consultations to take place very quickly. He also stated that it had been agreed between the Prime Minister of the Federation of Nigeria and the Regional Premiers, that if the people of the Southern Cameroons decided to join Nigeria, it would be with the status of a fully self-governing region, equal in all respects with other regions. It was also agreed between them that if the people of the Northern Cameroons decided to join Nigeria, the Northern Cameroons would form part of the Northern Region with the new divisions and local government arrangements introduced on 1 April 1960.

55. In reply, the representative of India stated that the General Assembly had not ignored Article 76 b of the Charter when it adopted the principle of universal adult suffrage for the plebiscite. The decision had been taken on a principle because Members were convinced that it was the right thing to do. He repeated that he could not see the distinction between the plebiscite and local elections in relation to this question.

56. The representative of the USSR, also in reply, found it difficult to understand how the Administering Authority could know the freely expressed wishes of the people when half the population was deprived of electoral rights. The only means of ascertaining the wishes of the people was by universal suffrage. The General Assembly was concerned to ascertain the views of the whole population of the Cameroons in relation to its destiny and it was precisely for this reason that it had resolved that the plebiscite should be conducted on the basis of universal suffrage. He therefore favoured the immediate introduction of universal suffrage throughout the whole of the Trust Territory.

### III. ECONOMIC ADVANCEMENT

#### GENERAL

57. A full description of the economic and of the financial position of the Trust Territory in 1958 has been given in the report of the Trusteeship Council

to the General Assembly at its fourteenth session.<sup>16</sup> Other developments in the economic field since 1958 are described in a report by the Administering Authority to the Trusteeship Council at its twenty-sixth session.<sup>17</sup>

#### SOUTHERN CAMEROONS

58. Agriculture is the main field of economic activity in the Territory, the government-owned Cameroons Development Corporation being the largest producer. The Visiting Mission in 1958 considered that new capital from outside sources was necessary but thought that the Southern Cameroons would have to rely most of all on a perhaps unspectacular but, it was hoped, steady further extension of cash crop production by its forest and grasslands peoples.

59. The public revenue of the Southern Cameroons has depended to a very large extent on customs reimbursements from the Federation of Nigeria and, in the past, on advances which recently have been written off as grants. For the year 1958-1959, recurrent revenue was estimated to exceed recurrent expenditure by £70,285.

#### NORTHERN CAMEROONS

60. The economy of the Northern Cameroons is mainly agricultural and pastoral. No separate budget has been prepared for the territory since it has been administered as part of the Northern Region of Nigeria. Apart from expenditure by the Native Authorities, all public expenditure in the Territory is borne either by the Northern Regional Government or by the Federal Government of Nigeria.

### IV. SOCIAL ADVANCEMENT

#### MEDICAL AND HEALTH SERVICES

61. The total medical personnel in the Territory at the end of 1958 numbered 658, a decrease from the previous figure of 720. This total included thirty qualified physicians and surgeons, three more than the previous year. Five hundred and eighteen of the medical personnel, including twenty-seven of the registered physicians and surgeons were serving in the Southern Cameroons.

62. In 1958, in the Southern Cameroons there were twenty-one hospitals, six conducted by the Government, nine by the Cameroons Development Corporation, one by the missions, one jointly by a mission and a Native Authority and four by the United Africa Company. There were also seventy dispensaries, eight maternity homes and two leprosy centres. During 1959, five more maternity homes were opened, and the WHO medical field unit engaged in the campaign against yaws, completed its initial treatment survey. In the North, in 1958, there were two hospitals, three maternity homes, twenty-two dispensaries and twenty-three leprosy centres. In 1959, forty-two new leprosy centres were opened and two new sixty-bed hospitals were nearing completion.

63. In the fiscal year 1957-1958, government expenditure on the health services amounted to £195,200 as compared with £149,300 in 1956-1957. The Native Authorities spent £66,500 as compared with £55,700 in the previous year. Of the total public expenditure of £261,700, £223,300 was spent in the Southern Cameroons and £38,400 in the Northern Cameroons as com-

<sup>16</sup> *Official Records of the General Assembly, Fourteenth Session (A/4100), part II, chapter IV, paras. 41-60.*

<sup>17</sup> T/1527, paras. 8-16.

pared with £173,100 and £31,900 in the previous year. Expenditure by the missions and commercial concerns in the Southern Cameroons amounted to £200,100 and by the missions in the Northern Cameroons £6,100.

#### LABOUR

64. The number of persons employed as wage-earners in the Southern Cameroons as of 30 September 1958 numbered 37,386 and of these, which formed only a small proportion of the total population, about 50 per cent continued to be employed by the Cameroons Development Corporation. The other two main employers were the United Africa Company (Pamol) Ltd. and Messrs. Elders and Fyffes. Two new timber firms, Messrs. Brandler and Rylke and the Coast Timber Company, recently began logging operations, and the timber industry alone now offers employment to nearly 2,000 workers. Opportunities for further employment are being created through the establishment of new firms in the fields of agriculture, civil engineering, road construction and building.

65. The number of trade unions in the South fell from seventeen to twelve and membership declined from 22,000 to 12,000. According to the annual report, the local people have lost interest in the branches of the Nigerian unions and, as an example of this, the teachers and the public utility technical and general workers are now attempting to form their own unions. Trade disputes increased from the previous year, there being twenty-three disputes involving the loss of 9,561 man-hours. With the exception of a dispute involving the Cameroons Development Corporation, all were settled either by the normal intervention of the Labour Department or by agreements between union officials and management. In the dispute involving the Cameroons Development Corporation, the Senior Labour Officer at Buea was appointed as Conciliator under the Trade Disputes (Arbitration and Inquiry) Ordinance and full agreement was reached.

#### OTHER SOCIAL QUESTIONS

66. At past sessions, matters to which the attention of the Council was particularly directed in the social field included the desirability of promoting contacts between the peoples of the Northern and Southern Cameroons and the development of community effort among the people; the need to improve the status of women; the complete abolition of corporal punishment; and the need for the establishment of an indigenous press in the Territory.

### V. EDUCATIONAL ADVANCEMENT

67. The number of schools in the Territory during 1958 increased from 475 to 543 (75 Government or Native Authority schools, 352 assisted and 116 unassisted voluntary agency schools). Of the total number, 524 were vernacular or primary schools of which 454 were in the Southern Cameroons, three were assisted secondary schools all in the Southern Cameroons, thirteen were teacher-training centres, of which eleven were in the Southern Cameroons, and three were vocational schools, of which two were in the Southern Cameroons. In 1959, ninety-three new primary schools were opened in the Southern Cameroons and sixteen in the North.

68. The number of children in the schools during 1958 was 62,339 (of whom 13,959 were girls), as com-

pared with 57,158 (12,126 girls) in 1957. There were 60,904 children in the vernacular and primary schools (13,789 girls), 513 (75 girls) in the secondary schools, 694 (59 girls) in the teacher-training centres and 228 (36 girls) in the vocational schools. The number of children in schools in the Southern Cameroons numbered 56,209 (12,788 girls) as compared with an enrolment in the Northern Cameroons of 6,130 (1,171 girls, all attending primary schools except for 36 in the vocational school). In 1957, 5,268 children has been enrolled in the Northern schools.

69. Expenditure on education during 1958 in the Southern Cameroons amounted to £569,800 (£518,900 in 1957) and included £414,500 by the Government and Native Authorities, £52,800 by the missions, £4,800 by commercial companies and £28,400 by the Cameroons Development Corporation, £69,300 being derived from fees. This total included grants-in-aid and Colonial Development and Welfare grants for capital and recurrent expenditure. Total expenditure in the Northern Cameroons amounted to £111,700 (£84,000 in 1957) and included £86,300 by the Government and Native Authorities, £25,000 by the missions and £200 derived from fees.

70. During 1958, twenty-four Southern Cameroons Government scholars were attending institutions of higher learning overseas, eight other students were attending University College, Ibadan, and twenty-one

were taking post-secondary courses at the various branches of the Nigerian College of Arts, Science and Technology. The Cameroons Development Corporation continued its annual grant of £5,000 to the Southern Cameroons Scholarship Board. In addition, sixty-two awards were made to corporation employees and forty-two non-employees were sent for teacher training. Twenty-seven students were undergoing post-secondary courses on scholarships awarded by the Federal Government, twelve were studying in India and the United States of America on United Nations awards, and five had received scholarships from Native Administrations.

71. In commenting on educational progress during the year, the Administering Authority stated in its report that the local inhabitants were taking a particularly important part in the increasing pace of development in education, not only through the legislatures and the Boards of Education, but at a more personal level through the Native Authority and Local Education Committees. It also pointed to the expansion of all types of educational facilities both in the North and in the South and to the increasing number of girls in both parts of the Territory who were enrolling at schools. It considered that the enrolment figures in the South indicated a rapid disappearance of prejudice against the education of girls, and that parents were now prepared to allow girls to remain at school to complete the whole of their primary course.



## Chapter V

### WESTERN SAMOA

#### I. GENERAL

##### **Outline of conditions and recommendations adopted by the Trusteeship Council**

1. The Trust Territory of Western Samoa consists of a group of islands lying roughly in the centre of the Pacific Ocean. The group is composed of two large islands, Savai'i and Upolu, two small islands, and several islets. The total land area is approximately 1,130 square miles. The population is increasing rapidly at an average rate of 3.1 per cent annually and in 1959 was estimated at 105,863, of whom 99,851 were Samoans and 6,012 were Europeans.<sup>1</sup>

2. At its twenty-fourth session, the Council commended both the Administering Authority and the people of Western Samoa for the important progress achieved in the Territory during recent years and for the harmonious manner in which they have worked together to develop the Territory towards independence.

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

*The Council warmly commends the Administering Authority and the Samoan people for the progress that has been made during the last year in preparing the Territory for independence.*

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

4. The representative of Australia said that the last year had seen far-reaching constitutional changes and developments in other fields which reflected great credit on the Samoan people and the Administering Authority.

5. The representative of Burma stated that the Administering Authority deserved many laurels for what had been accomplished in the Territory. However, his delegation was still looking forward to its greatest efforts and noblest endeavours in all fields of development in the interest of the International Trusteeship System at this critical juncture. The time was such that it called for the greatest effort in every field of development.

6. The representative of China was satisfied with the recommendations made by the Working Committee on Self-Government that the Constitution of Western Samoa should have provisions to guarantee the rights to freedom set forth in the Universal Declaration of Human Rights.

7. The representative of Italy considered that the efforts of the Administering Authority and the Samoan authorities in preparing the Territory for independence had so far met with full success. The progress achieved

in the political, social and economic fields was such as to inspire confidence in the future of Western Samoa as an independent country.

8. The representative of India stated that in the intervening period before independence, preparations had to be made not only in the political but in the social and economic fields as well for the tasks that awaited Samoans in the near future.

9. The representative of the United Kingdom of Great Britain and Northern Ireland was gratified that the Government of Western Samoa and the Administering Authority had done so much to carry into effect the recommendations of the Visiting Mission.

10. The representative of the United Arab Republic stated that Western Samoa was passing through a crucial phase of its history and that it was incumbent upon all concerned, therefore, to act with vision and circumspection and to recognize from the outset that although Western Samoa was still a Trust Territory, it was to a large extent self-governing. The role of the United Nations in this transitional period was limited to ensuring that the people of Western Samoa were not only assisted and well advised, but also unfettered by any extraneous influence or consideration in the exercise of their right to self-determination.

#### II. POLITICAL ADVANCEMENT

##### **Outline of conditions and recommendations adopted by the Trusteeship Council**

##### **CONSULTATIONS WITH THE INHABITANTS IN REGARD TO MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT OR INDEPENDENCE**

11. In 1956, Western Samoa embarked upon an agreed programme of constitutional development towards the attainment of complete independence in accordance with the wishes of the Samoans expressed at a Constitutional Convention held in 1954. Each successive step in this development, according to the Administering Authority, has been marked by continuous consultation with the Government and people of Western Samoa.

12. In January 1959, a Working Committee on Self-Government was established to consider the constitutional problems involved in the transition to independence. It is composed of the two *Fautua*, all Ministers and seven other members of the Assembly, and is assisted by a constitutional adviser. The principal task of the Working Committee is to draft a constitution for the future State of Western Samoa which, when approved or modified by the Legislative Assembly, will be submitted to a second representative Constitutional Convention.

13. At its twenty-sixth session, the Council was informed that the Working Committee had begun

<sup>1</sup> A more detailed description of the Territory and of the organization of Samoan society is contained in the report of the 1959 Visiting Mission to Western Samoa (T/1449, paras. 20-30).

drafting the Constitution in January 1960. It was hoped that the preliminary draft would be completed in May. In its deliberations, the Working Committee had paid close attention to the opinions of the Visiting Mission and the resolutions of the Trusteeship Council. The recommendations of the Working Committee would not be final; they would be considered by the Constitutional Convention which would meet in July or August. In 1961 a plebiscite will be held to allow the people to express their opinion on the Constitution.

14. In particular, the Working Committee recommended that such of the fundamental Human Rights set out in the Declaration of Human Rights as were reasonably enforceable in law and appropriate to a constitutional instrument should be incorporated in the Constitution. Persons suffering from an infringement of any of those rights should have access to the Supreme Court of Western Samoa.

15. The Council, at its twenty-fourth session, noted with satisfaction the sense of responsibility with which the people of Western Samoa had undertaken the study of the delicate constitutional issues, and was confident that these issues would be resolved on a sound basis in accordance with the wishes of the Samoan population and the provisions of the United Nations Charter.

16. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council, recalling the recommendation which it adopted at the twenty-fourth session, invites the Administering Authority to convey to the Working Committee on Self-Government its satisfaction at the progress achieved in preparing a preliminary constitution for the Territory and expresses its hope that the Working Committee will be able to complete this task in time for the Constitutional Convention.*

*The Council notes with satisfaction the statement of the Administering Authority that the representatives of the Samoans themselves are in practice already exercising full powers over Western Samoa's domestic affairs and are playing the major part in the planning of the future political and constitutional development of their country.*

#### CONSTITUTIONAL ARRANGEMENTS

##### *(a) Development of representative, executive and legislative organs and the extension of their powers*

17. The manner in which the Territory is being developed towards full self-government in accordance with the programme envisaged by the Constitutional Convention of 1954 was described in the Council's report to the General Assembly at its thirteenth and fourteenth sessions.<sup>2</sup> During the year under review, major institutional reforms were introduced by the Samoa Amendment Act 1959 which was passed by the New Zealand Parliament in September.

18. The Administering Authority reports that the two official members of the Legislative Assembly (the Attorney-General and the Financial Secretary) have been withdrawn and that the reserved enactments have been reduced to very few by the 1959 Amendment Act. Elections for a new Assembly are scheduled to be held in late 1960, and only Western Samoan citizens will take part in these elections.

<sup>2</sup> Official Records of the General Assembly, Thirteenth Session, Supplement No. 4 (A/3822), vol. 1, pp. 58-62, and Fourteenth Session, Supplement No. 4 (A/4100), pp. 110-116.

19. The decision to advance the date for the introduction of cabinet government to 1 October 1959 had been reported by the Visiting Mission and welcomed by the Trusteeship Council at its twenty-fourth session. Prior to that date, executive powers had been vested in the High Commissioner, the Council of State (composed of the High Commissioner and the two *Fautua*) and an Executive Council consisting of the High Commissioner, the two *Fautua*, five Ministers appointed from the Samoan members of the Legislative Assembly, two Ministers appointed from the members representing persons of European status and the two official members of the Assembly, i.e., the Attorney-General and the Financial Secretary. Under the Samoa Amendment Act 1959, the Cabinet is "charged with the general direction and control of the Government of Western Samoa". The Prime Minister is appointed by the Council of State as one who commands the confidence of the majority of the members of the Legislative Assembly. He chooses his fellow Ministers for formal appointment by the Council of State, assigns portfolios and presides in the Cabinet. The Cabinet consists of nine Ministers collectively responsible to the Legislative Assembly. Of these, at least one must be chosen from the European members. The Attorney-General and Financial Secretary have reverted to the position of Heads of Departments and have been replaced in the Cabinet by elected Ministers of Justice and Finance. A previous regulation providing that when a departmental Head disagreed with the instructions of the Minister he might submit a statement of his reasons to the High Commissioner has been abolished.

20. The Executive Council as reconstituted by the Samoa Amendment Act now consists of the members of the Cabinet and the members of the Council of State, sitting jointly. It is not a decision-making body; it takes no part in the formation of policy. Its power is limited to discussion of particular Cabinet decisions if any member of the Council of State or the Prime Minister so requests. Furthermore, it acts as a formal body for the issuance of regulations and making important appointments.

21. The Council of State is composed of the High Commissioner and the two *Fautua*. It is the constitutional Head of State and exercises all the powers and authorities formerly conferred on the High Commissioner, except those pertaining to the New Zealand Representative. Apart from assent to bills, appointment, prorogation and dissolution of Cabinet, it has the authority to request a review of Cabinet decisions.

22. Decisions of the Cabinet are subject to review by the Executive Council, but the Cabinet retains the final power of decision. According to the Administering Authority, this procedure is intended as a safeguard against hasty or inadequate decisions by Cabinet during the two-year trial of cabinet government before independence; it will allow the Cabinet to benefit from the experience of the *Fautua* and the High Commissioner without in any way interfering with its responsibility. According to the review procedure, all Cabinet papers and decisions are communicated to members of the Council of State. The Council of State has seven days, or if Cabinet declares the matter to be urgent, twenty-four hours, in which to consider the decisions and decide whether to request a review of any decision in the Executive Council. The Council of State may also, after the decision had been discussed in the Executive Council, vote to refer it to the

Cabinet for reconsideration. However, after such reconsideration, the Cabinet's decision is final.

23. The position of the High Commissioner has been changed radically by the Samoa Amendment Act. As New Zealand Representative he remains responsible for defence and external affairs and for New Zealand Government land in Western Samoa (now only the Apia Observatory and Faleolo Airport). He is President of the Council of State, but decisions in this body must be taken by majority vote.

24. On 1 October 1959, the Honourable Fiamē Mata'afa F.M. II, chosen by the Legislative Assembly by a vote of 32 to 14, was sworn in as the First Prime Minister of Western Samoa. The representative of the Administering Authority stated at the twenty-sixth session of the Council that the machinery of government was working efficiently and that any doubt as to the ability of the Samoans to govern themselves must by now have been dispelled. Not only had the new Executive shown its readiness to tackle economic and social problems of government with which any territorial authority is faced; it had also shown a conscientious and imaginative approach to the greater responsibilities posed by approaching independence. The special representative of the Administering Authority stated that the responsibility for initiating and carrying out policy had been placed firmly on the Cabinet, while the *Fautua* and the High Commissioner had been kept in touch with the affairs of government. Only twice had the Council of State exercised its right to have Cabinet decisions discussed in the Executive Council and on both occasions an amicable outcome had resulted. There were indications also that the Cabinet would find it rather easier to gain support for its measures in the Legislative Assembly than did the old Executive Council.

25. At its twenty-six session, the Council adopted the following conclusions and recommendations:

*The Council welcomes the introduction of a cabinet system of government and the election of the first Prime Minister of Western Samoa, the Honourable Fiamē Mata'afa F.M. II. The Council further welcomes the Prime Minister's emphasis on the need for national unity and the value of understanding and co-operation between the races and expresses its confidence that no effort will be spared by the Government and people of Western Samoa to ensure such understanding and co-operation in the future.*

#### (b) Head of State

26. The situation with regard to the Head of State was described in the Council's previous report.<sup>3</sup>

27. At its twenty-fourth session, the Council noted the view of the Visiting Mission that, although the method of filling future vacancies in the position of Head of State was essentially a matter to be decided by the Samoan people themselves, this decision should be taken before the Territory attained independence and the method should be clearly prescribed in the Constitution. The Council also noted the statement of the Mission that there was a need for agreed arrangements governing the method whereby future joint Heads of State would exercise their constitutional functions should the occasion arise in which they might be in disagreement. In its annual report for 1959, the

Administering Authority stated that the Council's recommendation had been drawn to the attention of the Working Committee, and that the matter would be provided for in the drafting of the Constitution.

28. At the twenty-sixth session, the special representative stated that the Working Committee had suggested that on the death of one or other of the present *Fautua* the office of Head of State should be held by one person only. Thus, the first sole occupant of the office would be the survivor of the two present *Fautua*; thereafter, that is upon the death of both *Fautua*, the office of Head of State would be filled by a person elected by the Assembly for a term of five years.

29. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council, recalling that at the twenty-fourth session it had pointed out the need for agreed arrangements governing the method whereby the two joint Heads of State would exercise their constitutional functions in any case of disagreement, expresses the hope that the Working Committee will soon be able to recommend a solution to this problem. The Council notes with interest in this connexion the recommendation of the Working Committee on Self-Government to the effect that on the death of one of the present *Fautua* the second *Fautua* will occupy the office of Head of State and on his death the office of the Head of State will be held by one person elected for a term of five years.*

*The Council notes with satisfaction that the functions of the Head of the Executive Government have been transferred from the High Commissioner to the Council of State.*

#### CITIZENSHIP

30. The need to establish a citizenship of Western Samoa has been stressed in the past by the Trusteeship Council and was one of the first matters studied by the former Status Committee and by the Working Committee on Self-Government. On 8 September 1959, the Legislative Assembly adopted the Citizenship of Western Samoa Ordinance.

31. While in the Territory, the Visiting Mission discussed the provisions of the citizenship bill with the Working Committee and suggested a number of changes, the principal of which was to delete the requirement that persons renounce dual citizenship provided they did not exercise any of the privileges or perform any of the duties of a foreign citizen. This suggestion was followed in the new law. The Mission further reported that it had received an assurance from the New Zealand authorities that no change was envisaged on the attainment of self-government or independence by Western Samoa in the present policy of admitting Samoan students into New Zealand for secondary and higher education. The Administering Authority stated at its twenty-sixth session that it was giving sympathetic consideration to the cases of those persons who did not wish to take up Samoan citizenship and who desired to emigrate to New Zealand. So far, however, very few cases of the kind had arisen.

32. At its twenty-fourth session, the Council commended the Administering Authority and the Government of Western Samoa for the progress achieved towards the enactment of citizenship legislation; it endorsed the view of the Visiting Mission that it was desirable to have the electoral rolls for the next elections drawn up on the basis of a citizenship requirement and that, before the expiry of the period during

<sup>3</sup> Official Records of the General Assembly, Fourteenth Session, Supplement No. 4 (A/4100), part II, chap. VII, paras. 16-17.

which persons might be required to take a decision concerning their future citizenship, the main terms of the draft Constitution of Western Samoa should be made public in the Territory.

33. Under the Citizenship Ordinance, inhabitants of Western Samoa now have a common Western Samoan citizenship, either by birth or descent or by naturalization. Any alien woman married to a Western Samoan citizen may, subject to certain conditions, become a Western Samoan citizen. The Ordinance contains transitional provisions applying to persons born before the coming into force of the Ordinance. Such persons will have ten months from 8 September 1959 in which to opt for Western Samoan citizenship. After the expiry of this option period, only Western Samoan citizens will be able to vote or exercise any political rights. By that time, the draft Constitution will also have been completed and made public in the Territory.

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

*The Council views with satisfaction the enactment of a Western Samoa Citizenship Ordinance and notes that only Western Samoan citizens will be allowed to vote in the forthcoming elections or take part in the Constitutional Convention.*

#### DOMESTIC STATUS

35. Apart from their common citizenship all inhabitants of the Territory have, for domestic purposes, one of two forms of status: Samoan and European. These forms of status have been described in previous reports of the Council to the General Assembly. They relate mainly to the electoral system and the rights associated with Samoan land and titles.

36. The 1959 Visiting Mission pointed out that it would become very difficult to maintain differences in status after the establishment of a common citizenship. It suggested that the electoral system might be modified by the introduction of a non-*matai* roll; it also expressed the opinion that the question of regulating the use of Samoan lands and titles would not, in itself, necessitate a difference in domestic status, since the courts would not be prepared to recognize claims to Samoan lands and titles unless they were in conformity with Samoan custom. The Administering Authority strongly favoured these views and informed the Council at its twenty-fourth session that it was within the bounds of possibility that a single domestic status might be evolved along these lines. The Council, considering that it was necessary to eliminate all differences in domestic status based on race, noted with approval the observations and suggestions of the Mission. It was of the opinion that it would not be in the interests of the future State of Western Samoa if the Territory were to attain independence while still burdened by distinctions based on race rather than on the free choice of individuals. It was confident that the representatives of the Samoan people would study the matter further with the objective of removing such distinctions before the termination of the Trusteeship Agreement.

37. In its annual report for 1959, the Administering Authority stated that it had renewed its efforts to abolish domestic status before independence. Discussions in the Territory during 1960 made it clear that neither Samoan nor Europeans were prepared to abandon the present arrangements with regard to land and the electoral system unless convinced that a substitute would work as well. However, recent stress on national

unity might provide an atmosphere more suited to compromise, and when the Working Committee discussed the question in connexion with the draft Constitution, the Administering Authority hoped that, with its assistance, proposals may be formulated acceptable to both sides.

38. The Council was informed at its twenty-sixth session that the Working Committee had adopted a recommendation to the effect that any citizen of Western Samoa who is related to a family possessing rights to Samoan customary land should be eligible to hold a *matai* title in accordance with Samoan custom and usage and to hold the *pule* (control) over such land. If this recommendation was accepted it would go far towards removing the principal legal distinction at present existing between a person of Samoan status and a person of European status. The recommendation also seemed to indicate the possibility of a more liberal attitude on the part of the Samoans towards the part-European citizens of the country.

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

*The Council welcomes the statement of the Administering Authority that there is a growing feeling among responsible persons in Western Samoa towards abolishing distinctions of domestic status.*

*Recalling its previously expressed opinion on this subject, and particularly its recommendation of the twenty-fourth session, the Council continues to believe that the question of regulating the use of Samoan lands and titles would not in itself necessitate a difference in domestic status. While noting with interest the recommendation of the Working Committee to the effect that any citizen of Western Samoa who is related to a family possessing rights to Samoan customary land should be eligible to hold a matai title in accordance with Samoan custom and usage and to hold the pule (control) over such land, the Council hopes that further efforts will be made to find a satisfactory formula for the elimination of distinctions based on race before the Territory achieves independence. The Council considers that the best interests of the Samoan people call for the complete removal of such distinctions, and trusts that both the Administering Authority and the Samoan Government will spare no effort to realize this objective.*

#### ELECTORAL SYSTEM: DEVELOPMENT OF UNIVERSAL SUFFRAGE AND DIRECT ELECTIONS

40. For Western Samoan citizens of European status, suffrage is universal, but in the forty-one "Samoan" constituencies, only *matai* are eligible to vote or to stand for election. This system of separate rolls was described in the Council's report to the General Assembly at its fourteenth session.<sup>4</sup>

41. The 1959 Visiting Mission reported that, in general, Samoan spokesmen in the Legislative Assembly and in district gatherings throughout the country desired to see the present system maintained. Support for a common roll based on universal suffrage was limited. The Mission also stated that the arrangements whereby Samoan candidates can be elected if their nomination papers are signed by a majority of the *matai* in their respective constituencies was open to undue pressure and influence. Noting the Mission's conclusions, the Trusteeship Council recalled an earlier recommendation

<sup>4</sup> Official Records of the General Assembly, Fourteenth Session, Supplement No. 4 (A/4100), p. 114.

that, although universal adult suffrage was desirable, it should not be imposed upon the people of the Territory against their wishes. It considered, however, that it would be desirable to eliminate the racial basis of the present electoral arrangements. To this end, the Council commended the suggestion of the Mission that the European electoral roll should be replaced by a non-*matai* roll, on which all persons, whatever their racial origin, living outside the scope of the *matai* system should be entitled to register provided they could satisfy the Registrar of Electors that they were not enjoying the privileges of the *matai* system and would, by registration, disqualify themselves from any use or occupation of *matai* lands. The Council also noted the assurance given to the Mission at a joint meeting of the *Fautua* and the members of the Legislative Assembly that they would give further consideration to the present arrangements concerning nomination of candidates. The Council, finally, expressed the hope that a more equitable arrangement of constituencies would be worked out in due course and that the four additional seats provided for in the Samoa Amendment Act, 1957, would then be established. According to the Administering Authority, the opinion of the Council has been brought to the attention of the Working Committee, which will be giving further study to the issues raised. The discussions of the Council on this topic have been given wide publicity in the Territory.

42. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council, noting that no decision has as yet been taken by the Working Committee on the question of suffrage, reiterates its hopes that universal suffrage will be accepted by the people of Western Samoa and hopes that the Administering Authority will continue to impress upon the Samoan people the desirability of introducing universal suffrage. The Council observes that some responsible statesmen in the Territory have already expressed themselves in favour of universal suffrage. The Council expresses the hope that universal adult franchise for elections in the Territory will be adopted at an early date.*

*The Council considers, however, that the racial basis of the present electoral arrangements should be eliminated. The Council commends to the Working Committee the suggestions of the 1959 Visiting Mission with regard to the electoral system and hopes that they will be acceptable to the people of the Territory.*

*The Council also hopes that it will soon be possible to extend in legislative elections the normal practice of secret ballot.*

*The Council shares the view of the Administering Authority that the plebiscite to be held in Western Samoa on the basis of universal suffrage could play a positive role in educating the people regarding the advantages of universal suffrage.*

#### LOCAL GOVERNMENT

43. The situation with regard to local government has been described in the Council's report to the General Assembly at its thirteenth and fourteenth sessions.

44. The Trusteeship Council has previously been concerned to see greater progress in local government but so far the people of Western Samoa have shown no great desire to replace their traditional authorities by a more formal system. Early in 1957, a Ministry of District Affairs was established to appraise the progress of local government so far and to recommend proposals

for the future. The rapid constitutional changes of the past year have to some extent temporarily diverted attention from the problems of local government.

45. The Visiting Mission pointed out that the problem of local government development must be viewed in relation to the relatively small size of the population. While it did not wish to discourage the establishment of local government bodies on generally accepted lines, it believed that at the present stage more advantage might be derived from establishing local committees for specific purposes, with a view to stimulating and canalizing local initiative and community effort for the improvement of social standards in each area and for increasing economic production.

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

*The Council takes note of the statement of the Administering Authority that further development of local bodies is desirable, especially in the town of Apia. It endorses the view of the 1959 Visiting Mission that local initiative and effort should be canalized towards the improvement of social standards and the increasing of production.*

#### PUBLIC SERVICE: TRAINING AND APPOINTMENT OF SAMOANS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

47. At the end of 1959, out of a total of 1,468 civil servants, only sixty-nine were imported officers. Of this number, thirty-five were employed in the specialized professions of teaching and nursing and seven in the Western Samoa Trust Estates. Many full and part-Samoans held senior positions, and the heads of eleven Departments or divisions of Departments were locally born officers.

48. At its twenty-fourth session, the Council stressed the importance of training Samoans to occupy the senior posts in the Administration and considered that a special programme was needed to give Samoans from within or outside the Public Service appropriate training coupled, where necessary, with higher general education.

49. According to the annual report of the Administering Authority, fifteen senior officers left for New Zealand early in 1960 and are undergoing a course of supervised and accelerated training. The superintendent of staff training in the New Zealand Public Service Commission visited the Territory late in 1959 to assist in the planning of this course. Its expenses will be shared; the Western Samoan Government will continue to pay the salaries of the trainees, and the Administering Authority will pay all other expenses.

50. The special representative of the Administering Authority stated at the twenty-sixth session that at the end of six months, a decision would be made as to which of the trainees would benefit from an extension of the training period in New Zealand. It was hoped that this training course would help to equip some of the senior public servants for positions of greater responsibility in Western Samoa and for the eventual replacement of officers imported from overseas. Furthermore, the former Samoan Assistant Public Service Commissioner was sent to New Zealand to gain further experience in the office of the New Zealand Public Service Commission. The special representative noted that the new Director of Health appointed during the year under review was a Western Samoan citizen.



51. The 1959 Visiting Mission considered that appropriate provision should be made in the Constitution for the independence of the Public Service. This might be achieved either through a single commissioner or, the Mission suggested, it might be better to have a Public Service Commission consisting of a full-time commissioner and two part-time members. The Commission would, in accordance with agreed regulations, fill the great majority of posts, while appointments to a few senior posts such as certain heads of departments, might be made by the Cabinet in consultation with the Commission. The Mission thought it would be advisable for the Legislative Assembly to approve the regulations governing the Public Service and it considered that the Appeal Board should be retained to supervise their implementation. These suggestions were strongly endorsed by the Administering Authority. At its twenty-fourth session, the Council also endorsed the opinion of the Visiting Mission that appropriate provisions for the independence of the Public Service should be included in the Constitution.

52. The Samoa Amendment Act 1959 has abolished the offices of Public Service Commissioner and Assistant Public Service Commissioners. A Public Service Commission of not more than three members has been established. The Administering Authority stated at the twenty-sixth session of the Council that the holders of the positions of Public Service Commissioner and Samoan Assistant Public Service Commissioner at the time of the coming into force of the Act had been confirmed in those positions until the expiry of their current terms. It was now a matter solely for the Samoan Government to decide whether to extend the term of the Public Service Commissioner or to replace him. Under the Act, the Commission is responsible for the recruitment, promotion, transfer, etc. of employees and the grading of officers and is empowered to make regulations (with the approval of the Council of State) relating to working conditions, training, etc., of the Public Service. The Commission's Chairman would carry on routine business, but in making important appointments he would be assisted by the two other Commissioners. Such an arrangement will last only until independence, but it sets a precedent which is likely to be followed in drafting the Constitution.

53. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council notes with satisfaction that the control of the Public Service has now been transferred to the Samoan authorities and that a Public Service Commission has been established. It notes further that a programme has been undertaken by the Administering Authority and the Western Samoan Government for the training, in the first place, of fifteen Samoan civil servants in New Zealand for positions of greater responsibility in Western Samoa. While expressing satisfaction with this programme, the Council considers that the pace of Samoanization of the Public Service should be intensified and accelerated, since the Territory is on the threshold of independence. In this connexion, it considers that the creation of training facilities within the Territory itself would be the most effective means of relieving the shortage of qualified Samoan personnel in the senior echelons of the Administration.*

#### JUDICIARY

54. The organization of the Judiciary has been described in the Council's report to the General As-

sembly at its fourteenth session.<sup>5</sup> The 1959 Visiting Mission stated that the Samoan authorities considered that, since it would not be possible for some years to appoint Western Samoan citizens with legal training and experience as judges of the High Court, it would be of great assistance to Western Samoa if New Zealand were willing to continue to make suitably qualified persons available for appointment as judges to the Samoan Government. At its twenty-fourth session, the Council noted that the Administering Authority was willing to continue to provide such assistance after independence. It also shared the view of the Visiting Mission that the Constitution of Western Samoa should provide for the independence of the judiciary and noted with satisfaction that this view was shared by the representatives of the Samoan people.

55. At its twenty-sixth session, the Council was informed that the Working Committee had recommended that the Constitution provide for a Supreme Court and courts of subordinate jurisdiction, and that a Court of Appeal of Western Samoa be constituted, with headquarters in Apia. The Court of Appeal would, for the immediate future, have to be served by judges appointed from outside Samoa. It was proposed that a Judicial Service Commission consisting of the Chief Justice, the Attorney-General and a nominee of the Minister of Justice be set up to advise the Council of State on the appointment, promotion and transfer of holders of judicial offices other than that of Chief Justice.

56. At its twenty-sixth session, the Council adopted the following conclusion and recommendation:

*The Council notes the proposal of the Working Committee that a Court of Appeal should be constituted with headquarters in Apia, and that a Judicial Service Commission should be set up to advise the Council of State on the appointment, promotion and transfer of holders of judicial offices, other than that of Chief Justice. The Council expresses the hope that the training of suitable Samoans in law will be accelerated so that qualified Samoan judges may serve in the Territory in the near future, particularly in the Supreme Court of Western Samoa.*

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

#### CONSULTATIONS WITH THE INHABITANTS IN REGARD TO MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT OR INDEPENDENCE

57. The representative of Belgium noted the happy co-operation between the Administering Authority and the Samoan people in the adoption of realistic formulas and institutions adapted to the needs of a multiracial society.

58. The representative of India was happy to note that the drafting of the constitution was well under way.

#### CONSTITUTIONAL ARRANGEMENTS

(a) *Development of representative executive and legislative organs and the extension of their powers*

59. The representative of Paraguay stated that the creation of a cabinet type of government and the election of the Prime Minister, Mr. Mata'afa, had strengthened the relationship between New Zealand and Western Samoa.

<sup>5</sup> Official Records of the General Assembly, Fourteenth Session, Supplement No. 4 (A/4100), p. 116.



60. The representative of China was glad to note that the Prime Minister's inaugural speech had helped remove whatever anxiety there might have been in the minds of a part of the population of the Territory.

61. The representative of Italy considered that the establishment of cabinet government was perhaps the most important phase in the over-all task of preparing the Territory for full independence. He commended the Administering Authority for attaining the goal ahead of time. He was impressed with the statesmanlike qualities of the Samoan Prime Minister who had become a symbol of national unity among his people.

62. The representative of the Union of Soviet Socialist Republics stated that the most important measure carried out during the period under review had been the creation of a Samoan Government headed by the Honourable Fiamē Mata'afa. The new Government was working remarkably well.

63. The representative of the United Kingdom hoped that, should this be the wish of the Samoan Government, the Prime Minister would attend the discussion of the future of the Territory in the General Assembly. He was encouraged to hear of the valuable part which was being played by the Council of State in the affairs of the Territory.

64. The special representative of the Administering Authority stated that since the introduction of cabinet government, Western Samoa had achieved internal self-government. While the substantial responsibility for the conduct of affairs had been vested in the new Government, the Administering Authority would continue to demonstrate in the most practical way its deep interest in Samoa's advancement.

#### (b) *Head of State*

65. The representative of China considered that the question of the future Head of State had been resolved in a very satisfactory manner.

66. The representative of the United Arab Republic was glad to note that the Working Committee had succeeded in resolving the question of future occupancy of the position of Head of State. He considered that the Constitution should provide a way for the settlement of differences that might arise between the Joint Heads of State on vital issues.

67. The special representative of the Administering Authority stated that the question of possible disagreement between the two Joint Heads of State had been examined by the Working Committee and that he thought that recommendations would be made which should lead to a solution of the problem.

#### CITIZENSHIP

68. The representative of Burma noted with satisfaction that provisions of the draft Constitution dealing with human rights and freedoms had already been given wide publicity in the Territory. He hoped that the authorities concerned would consider sympathetically any cases in which people have some difficulty in reaching a decision in time on the choice of their future citizenship.

69. The representative of India welcomed the passing of the Citizenship Ordinance whose provisions appeared to be in line with the generally accepted principles that governed this question in most of the areas of the world.

70. The representative of the United Arab Republic was happy to note that the Ordinance finally embodied

the recommendations of the Visiting Mission and thus removed any cause for legitimate complaints from anyone living in Western Samoa today.

#### DOMESTIC STATUS

71. The representative of Burma expressed the hope that the people of Western Samoa would accept the abolition of domestic status and that the Administering Authority would do everything in its power in this respect.

72. The representative of the USSR stated that it was not possible to maintain two kinds of status in Western Samoa and thus to consolidate in legislation the division of the people into two types: on the one hand, the Europeans, who would have full rights, and, on the other hand, the Samoan population, which is allowed to participate actively in the political life of the country only to the extent of one-seventh of the population while in practice all the female population as well as a large part of the male population is deprived of such a possibility.

73. The representative of India was concerned about the problem of domestic status. He re-endorsed the recommendations of the last Visiting Mission on the subject. While recognizing the strength of tradition in Western Samoa, he expressed the hope that progress would be made in the right direction in this matter.

74. The representative of the United Arab Republic considered that the best interests of Samoa called for the complete elimination of any traces of distinction based on racial grounds. The recommendation of the Working Committee to the effect that any citizen of Western Samoa who was related to a family possessing rights to Samoan customary land should be eligible to hold a *matai* title could not be considered as sufficiently conducive to racial harmony in the future. He urged the Administering Authority and the Samoan Government to make further efforts at convincing those concerned of the necessity of removing every distinction based on race.

75. The representative of the United Kingdom recalled the views of the Visiting Mission on the question of domestic status. He was encouraged by the recommendation of the Working Committee to the effect that any citizen of Western Samoa who was related to a family possessing rights to Samoan customary land should be eligible to hold a *matai* title in accordance with Samoan custom and usage and to hold the *pule* over such land. He hoped that this proposal would point the way to getting rid of any distinction based purely on race.

76. The special representative of the Administering Authority stated that the fact that there were two types of society in Western Samoa was one which had to be faced, but he was confident that in the new conditions which would exist in an independent Samoa a practical solution would be found. The establishment of a common citizenship would contribute to a feeling of unity amongst the peoples of Samoa.

#### ELECTORAL SYSTEM : DEVELOPMENT OF UNIVERSAL SUFFRAGE AND DIRECT ELECTIONS

77. The representative of Burma stated that a broader system of suffrage and a more equitable system of constituencies should be introduced if Western Samoa was to become a truly democratic state.

78. The representative of China hoped that in due course the principle of universal suffrage would be applied in all elections.

79. The representative of the USSR stated that the Visiting Mission had only been able to ascertain the wishes of the *matai* on the question of suffrage. The most reasonable and democratic way of ascertaining the views of all Samoans would be to introduce the question of universal suffrage in the plebiscite. A plebiscite would allow the whole population to express its views on the introduction of universal suffrage in Western Samoa and decide for itself. While all Europeans in the Territory had the right to vote, only one-seventh of the adult Samoan population, the *matai*, could do so. Therefore, it would be quite proper to make available to the Samoans the same rights as those enjoyed by the Europeans. He noted that the Prime Minister of Western Samoa himself had spoken in favour of the immediate introduction of universal suffrage and urged the Administering Authority to adopt measures for a wide explanation of this principle in the Territory without forcing it upon the Samoans.

80. The representative of India stated that the existing system by which the large majority of the Samoans were denied suffrage rights would appear to be out of step with the generally accepted notions of democratic practice but agreed with the view that nothing should be forced upon the people of the Territory against their wishes. He recalled that the Visiting Mission of 1959 had suggested drawing up a non-*matai* roll, besides the existing *matai* roll: this suggestion might, to some extent, bring about a more democratic and accessible system of suffrage. He hoped that the Working Committee would make suitable recommendations acceptable to the people of the Territory as a whole.

81. He expressed the hope that in the forthcoming elections to the Legislative Assembly, the normal election procedures and, particularly, the practice of secret ballots would in fact be in operation.

82. The representative of the United Kingdom stated that the Council must recognize the state of public opinion in Western Samoa on the question of suffrage. Although some members of the Legislative Assembly would favour universal suffrage with *matai* candidates, all evidence at present was that the majority of opinion favoured the retention of the *matai* system. He doubted the wisdom of introducing into the plebiscite any question about universal suffrage for the Legislative Assembly. The Working Committee was still considering the matter, and he hoped it would find it possible to meet the suggestions made by the last Visiting Mission on the subject.

83. The special representative of the Administering Authority emphasized that the *matai* were the persons chosen by their immediate relatives to conduct the affairs of a small family group. They had some rights as *matai*; but they also had very real obligations to the members of their family and were answerable for their actions to the family. The Administering Authority recognized that the *matai* system, with all its faults, was basically a democratic system and that for the present it was the one desired by the Samoans. The Administering Authority had at every opportunity explained the principles of universal suffrage and would continue to counsel the desirability of introducing such a system as soon as possible. The fact that the plebiscite would be conducted on a basis of universal suffrage would have considerable educative value.

84. He stated that the question of introducing a more equitable arrangement of the Samoan electorate was being studied at present.

85. The representative of China considered that properly constituted local government authorities were essential to sound self-government; he earnestly hoped that the Samoan Government would exert its efforts in pushing forward the establishment of local government bodies, beginning with the district centres.

86. The representative of India noted with some concern that although both the District and Village Board Ordinances passed by the Legislative Assembly as early as 1953 provided the framework of a local government system for Western Samoa, there had been no significant change and the traditional *matai* system continued to dominate all fields of local government. Although he was opposed to the imposition of any system against the wishes of the people, he could not help expressing the hope again that in due time the *matai* system would adapt itself to the changing economic and social conditions in the Territory.

87. The representative of the United Kingdom considered that in a country like Western Samoa the people could be in very close touch with the central government and legislature. He recalled the Visiting Mission's view that attention in the local government field should be directed primarily to the encouragement of local community effort and hoped that this effort would be pursued through local government machinery in the future.

88. The special representative of the Administering Authority stated that the views expressed in the Council regarding the establishment of local authorities would be brought to the notice of the Samoan Government. It must be borne in mind, however, that, in both area and population, the whole country was smaller than a single local authority district in many countries. It was apparent, however, that there should be some development of local authorities, especially in the town of Apia.

#### PUBLIC SERVICE: TRAINING AND APPOINTMENT OF SAMOANS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

89. The representative of Burma noted with some regret that the pace of advancement in equipping a corps of Samoan civil servants was not as impressive as it should be at a time when the Territory was about to be independent. He hoped the Administering Authority would do its utmost to produce trained Samoan civil servants.

90. The representative of China stated that for Western Samoa to continue to rely on expatriate personnel for an indefinite period would have harmful effects on its status as an independent State. The training programme now being carried out in New Zealand was a most welcome step and he was happy to learn that similar measures were being contemplated for future years.

91. The representative of the Union of Soviet Socialist Republics considered that, in view of the approaching date of independence, full attention should be given to the need for intensifying and accelerating the process of the preparation of Samoan cadres to replace New Zealand officials.

92. The representative of India noted the somewhat limited progress in the field of civil service. The Samoa-nization of the Public Service was not proceeding as satisfactorily as it should and there was still a very large number of seconded officers in responsible posts.

He stressed the need for increasing the present pace of Samoanization of the Public Service.

93. The representative of the United Arab Republic stated that the training programme undertaken by the Administering Authority was commendable and might go a long way towards meeting the requirements of the Territory in the field of public service; nevertheless he felt that it could still be reinforced and improved by creating the facilities for training within the Territory itself. He expressed the hope that Samoa College would soon be turned into a university training college which would give the Territory the necessary minimum of technicians, doctors, public servants, etc.

94. The representative of the United Kingdom noted with satisfaction the good progress made in establishing machinery appropriate to independence. He expressed the hope that provision for the Public Service Commission would be made in the Constitution itself. The training programme undertaken by the Administering Authority was very encouraging.

95. The special representative of the Administering Authority stated that the initiative in replacing expatriate officers by Samoans now rested with Samoa itself. The Administering Authority would continue to provide the training required by Samoan officers after Samoa became independent, if the Samoan Government so requested. The success already achieved could be measured by the fact that in ten Departments, at least one of the two senior administrative posts was held by a Samoan citizen, and in four of these departments both of the two senior administrative posts were held by Samoan citizens. In the five remaining Departments, Samoans were receiving, or had already received, the type of training which would eventually qualify them for administrative positions.

#### JUDICIARY

96. The representative of India regretted to note that there was no qualified Samoan judge. This was a question to which the Administering Authority and the Samoan Government might well give serious consideration. An independent Samoa could not rely entirely on non-Samoan officers to impart justice in the Territory.

97. The representative of the United Kingdom was glad that the Court of Appeal would sit in Apia itself and that there would be a Judicial Service Commission to protect the independence of the judiciary. He trusted that provision for this Commission would be made in the Constitution itself.

### III. ECONOMIC ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### GENERAL

98. Except for a few minor industries catering to local requirements, Western Samoa's economy is exclusively agricultural and, apart from the growing of subsistence crops, is based on the export of three main commodities: cocoa, bananas and copra. The greater part of these crops is produced by the Samoans using traditional methods on village land owned and cultivated under the *matai* system. The Western Samoa Trust Estates Corporation, a public undertaking whose annual profits are normally paid over to the Western

Samoa Treasury, is the other main producer. The Territory has no exploitable mineral resources.

99. The budgetary difficulties encountered by the Territory in 1957 on account of the decline in world prices of cocoa and copra were eased in 1958. The Trusteeship Council, at its twenty-fourth session, noted with satisfaction the improvement in the Territory's economic situation, especially the substantial increase in copra prices and in the volume of exports of bananas and cocoa. During 1959, the Territory enjoyed a year of record prosperity. Income from the three main exports reached a record level, stimulating production, imports and business expansion and enabling government services to be improved and a substantial wage rise to be granted to Public Service employees. The prosperity has been reflected in the greatly increased expenditure on economic development. Although copra prices fluctuated sharply, the operations of the Copra Board and Copra Stabilization Fund ensured that a fixed and profitable price was paid to growers. As a result, revenue from taxation increased from £77,819 to £144,575. These figures emphasize the degree to which all inhabitants are dependent on overseas markets and the extreme fluctuations which occur in national income and government revenue through variations in overseas export prices.

100. At the twenty-sixth session, the special representative informed the Council that the total value of the three main exports in 1959 was £3,258,800 as against £2,862,589 in 1958, £1,825,349 in 1957, £1,789,536 in 1956 and £2,420,370 in 1955. It was encouraging to note that the export of coffee was henceforth expected to increase steadily.

101. During the year under review, 775,000 cases of bananas were exported to New Zealand at an export value of £872,000. In 1958, exports had reached a record figure of 884,555 cases valued at over £1 million. The 1959 Visiting Mission reported that there had been some concern in the Territory about continued access to New Zealand markets after Western Samoa had attained self-government. The Mission was assured by New Zealand authorities that the New Zealand Government intended to continue to accept shipments of bananas from Western Samoa subject to the ability of its markets to absorb them and to the claims of Fiji and Tonga to participate in their traditional market in New Zealand.

102. Cocoa exports in 1959 reached 4,023 tons (4,034 tons in 1958). Copra exports were 16,842 tons, as against 9,036 tons in 1958. High prices brought the total value to £1,357,846, as compared to £618,659 in the previous year. High prices brought the total value to £1.4 million, almost double the value of the previous year's exports. The efforts of the Department of Agriculture to introduce cheaper and simpler drying methods led to a considerable improvement in the quality of copra which was reflected in the high prices obtained.

103. Other crops which are still in the early stages of development are coffee, some fruits and vegetables, spices (i.e. nutmegs and pepper) and manila hemp. Some cattle is raised for local consumption. A small quantity of timber is exported.

104. At its twenty-fourth session, the Council, bearing in mind that agriculture is, and is likely to continue to be, the basis of the Territory's economy, commended the work being done by the Department of Agriculture, and in particular its extension services. It stressed the importance of experimental and research work in agri-

culture, and the development of agricultural education. While it hoped that every means of increasing agricultural production and of introducing new export crops would be explored, it also drew attention to the importance of encouraging the establishment, as soon as possible, of secondary and other industries, including commercial fishing, and of developing communications, both external and internal. The Council noted the approval of a preliminary short-term development plan; it considered that, in view of the Territory's approaching independence and of the continuing problem of its rapidly increasing population, there was an urgent need for comprehensive long-term planning of economic development and for greater efforts on the part of the Government and people of Western Samoa to achieve an accelerated rate of economic growth and diversification.

105. The 1959 Visiting Mission called for an active programme of forest conservation and development, and for the development of a livestock industry, and possibly a fishing industry, in Western Samoa. It felt that it should be possible to introduce a usehold system in Samoan-owned land, which would give the occupier and his descendants security of tenure so long as the land was properly cultivated. It stressed the importance of the Western Samoa Trust Estates Corporation which served as a centre for experimentation and demonstration of new crops; it felt that consideration might be given to the advantages of stimulating producer co-operatives. Finally, it recommended that favourable consideration should be given to any requests for international assistance made by Western Samoa for economic development. The Trusteeship Council also considered that the possibilities of international assistance should be explored and was confident that sympathetic consideration would be given to any request for such assistance from various international bodies. It welcomed the statement of the Administering Authority that it was willing to continue to assist the future independent State of Western Samoa, should it wish for such assistance, to achieve a faster rate of economic development.

106. The Administering Authority stated at the twenty-sixth session that any assistance given Western Samoa after it became independent would be given on a basis which would acknowledge the full equality and independent status of Western Samoa. The Administering Authority would give every consideration to Western Samoa's needs should it desire further help from New Zealand. It was likely, nevertheless, that the new State would seek assistance in a wider international sphere. The General Assembly had recommended that special consideration be given to the needs of newly independent States, and the Secretary-General had been invited by the Economic and Social Council to prepare a report dealing with the special problems of those territories. While the emphasis would, in present conditions, be placed upon the needs of those territories in Africa, the scheme would be such as to recognize the particular requirements of newly independent territories in other parts of the world, including the possible needs of Western Samoa.

107. During the year under review, the development plan approved by the Legislative Assembly in 1958 was put into operation and extended. At the twenty-sixth session, the Administering Authority stated that the total amount voted by the Legislative Assembly for new works was £438,200 and the amount actually spent or committed was £404,802. Of this

sum, £139,214 was spent on new roads and bridges, and £67,464 on water supplies. It was expected that the construction of the new roads would lead to the cultivation of large areas of land hitherto hardly utilized. A plan for a deep-water harbour at Apia, estimated to cost £1,200,000, was under study, and the Legislative Assembly had voted £10,000 for detailed investigations and test borings. These had now been completed. The new Cabinet includes a Minister of Economic Development who co-ordinates planning and expenditure and who is charged with formulating a more comprehensive plan when the present one is completed, in 1961.

108. Among the expanded activities of the Department of Agriculture were: further development of Avel Agricultural College, a stepped-up campaign for the control of diseases in coconuts and bananas, distribution of fertilizers to banana growers, etc. The introduction of new crops, such as vanilla, was being explored. Interest in the new pasture and legumes introduced by the Department has increased notably and considerable progress is reported in agricultural education.

109. At the twenty-sixth session, the Administering Authority stated that although, in the conditions of Samoa, industrialization in the generally accepted sense of that term was likely to be slow in development, the local industry producing the cases needed for the export of bananas had been so expanded that it was now meeting a large part of the requirements of the exporters at much reduced costs. Moreover, an airline operated and wholly owned by a Samoan company was now providing a regular service between Western and American Samoa.

110. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council, while noting with satisfaction the statement of the Administering Authority that the Territory enjoyed a year of record prosperity which was reflected in greatly increased expenditure on economic development, reiterates its view that there is an urgent need for greater efforts on the part of the Government and people of Western Samoa to achieve an accelerated rate of economic growth and diversification of the economy. The Council hopes that in the remaining period before independence the Administering Authority will take all necessary steps to encourage the development of new export crops in the Territory and to increase agricultural productivity by using modern methods of agricultural technology. The Council commends the work done by the territorial Department of Agriculture in this field.*

*The Council reiterates its previous view that there is an urgent need for the comprehensive long-term planning of economic development. It notes the assurance of the Administering Authority that the short-term plan for economic development is proceeding vigorously and that the land utilization survey will provide the basis for long-term planning.*

*The Council hopes that steps will be taken to introduce commercial fishing and cottage industries, handicrafts and small industries based on the raw materials available in the Territory.*

*Considering that insecurity of tenure under the traditional land system is largely responsible for the lack of incentive to increased production, the Council hopes that, in order to give the occupier and his descendants*

security of tenure as long as the land is properly cultivated, the possibility of adopting more generally a use-hold system of tenure for Samoan land will be explored at least as a transitional step.

The Council, recalling the recommendation which it adopted at the twenty-fourth session, notes with satisfaction the assistance given to Western Samoa by the Administering Authority up to the present and its statement that it envisages the continuation in the future of forms of financial and technical assistance consistent with the Territory's changing status and needs.

The Council hopes that possibilities for further international assistance will be explored and is confident that requests made by the New Zealand Government on behalf of Western Samoa to the various United Nations programmes of technical assistance, the Special Fund, the specialised agencies or other appropriate international organs will receive most sympathetic consideration.

#### DEVELOPMENT OF ADEQUATE PUBLIC REVENUE: MONEY AND BANKING

111. At its twenty-fourth session, the Council noted with satisfaction the financial assistance given by the Administering Authority to ease the Territory's recent financial difficulties. While welcoming the improvement of the budgetary situation, the Council observed that the temporary reduction of public revenues during 1957-1958 underlined the need for Western Samoa further to increase and diversify its exports.

112. Ordinary public revenue in 1959 amounted to £1,150,000 as compared to £1,244,000 during the previous year. In addition, it was anticipated that grants offered by the Administering Authority would be used to the extent of some £50,000. The New Zealand Government announced that substantial financial assistance spread over a period of years would be granted towards furthering the educational advancement of the Territory. On the other hand, the Western Samoa Trust Estates Corporation was able to transfer £30,000 from its 1959 profits to the Samoan Government for development. The Territory is gradually widening its economic basis, and fluctuations in the price of copra and cocoa during the year did not diminish prosperity. Nevertheless, Western Samoa still remains vulnerable to a sharp fall in world commodity prices.

113. The Bank of Western Samoa, which came into full operation on 1 April 1959, has a capital of £100,000, subscribed by the Bank of New Zealand (£55,000) and the Government of Western Samoa (£45,000) though the latter is empowered to buy the shares of the Bank of New Zealand whenever it wishes. Consideration is continuing regarding the separation of the currencies of Western Samoa and New Zealand. The 1959 Samoa Amendment Act provides for the Bank of Western Samoa to issue the currency notes of the Territory, and for the Council of State, acting on the advice and with the consent of the Executive Council, to fix the rate of exchange between Western Samoa and New Zealand. Study is being given to the implementation of these provisions and to the introduction of a decimal currency.

114. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction that a Bank of Western Samoa came into full operation on 1 April 1959.

The Council, having noted that 55 per cent of the shares in this Bank are held at present by the Bank of New Zealand and 45 per cent by the Government of Western Samoa, welcomes the statement of the Administering Authority that the Government of Western Samoa has the statutory right to purchase any number of additional shares at any time.

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

##### GENERAL

115. The representative of France stated that, while emphasis during the current session had of necessity been on political advancement, Western Samoa's problems in the future would be essentially those of ensuring its economic independence and promoting its social development.

116. The representative of the United States of America expressed the hope, that with the continued efforts of the Samoan people and the continued generous assistance of the Administering Authority, the economic growth of the Territory would continue.

117. The representative of Italy stated that the Territory would still need outside aid after it attained independence. He had been pleased to hear the New Zealand representative confirm that his country was willing to continue to assist Samoa while respecting its sovereignty and independence.

118. He also stated that many problems would remain to be solved, particularly in connexion with economic development, which must run parallel to social development and take into account the probable increase in population. The Samoan Government was now responsible for the management of the Samoan economy and was carrying out its responsibilities satisfactorily. Agricultural development should continue to be the main objective. The difficulties in that respect were mainly due to the traditional system of land tenure and cultivation. The need to diversify agriculture, in particular, and the economy, in general, possibly by developing fisheries and livestock breeding, was quite apparent. In that respect, he welcomed the progress which had been made with the development scheme.

119. With regard to providing assistance to the Territory, the representative of the Union of Soviet Socialist Republics noted that the Government of New Zealand intended to provide assistance to the Territory after the proclamation of its independence. He felt that this fell within the exclusive competence of the future independent Samoan Government. He thought, however, that the Trusteeship Council should now recommend to the Administering Authority that for the remaining short period of time left to it, all efforts be made in order to improve the situation.

120. He thought that much remained to be done in the field of the development of new branches of economy in order to eliminate the present unstable economic structure of the Territory.

121. The representative of India believed that the Administering Authority would extend all necessary assistance for the economic development of the Territory. He also believed that favourable consideration



would be given to any request for assistance to Western Samoa by the United Nations organization through existing programmes.

122. He thought that the authorities concerned should study the possibility of diversifying the economy of the Territory. He suggested in this connexion the possibility of the cultivation of alternate crops and the introduction of cottage industries, handicrafts and small industries which would process the raw materials available in the island.

123. He also thought that there was considerable scope for improvement in the existing system of land and land tenure. He noted that large areas of cultivable land were not under cultivation.

124. He believed that it would be advisable to undertake a survey of the fishing, including deep sea fishing, and other resources of the sea around Western Samoa.

125. The representative of China thought that every means of increasing agricultural production and of introducing new exports should be explored.

126. He felt that the economy of the Territory must not depend on a few cash crops and the Administering Authority should make an effort for the diversification of the economy of the Territory.

127. He thought that the traditional Samoan land tenure under the *matai* system had been largely responsible for the lack of incentive for increased production on the part of the farmers who held their land at the discretion of a superior *matai*. He thought that the younger generation of Samoans with improved education would cause an increasing demand for the liberalization of the land system. He reiterated his hope that it would be possible to introduce gradually a household system of land tenure which would give the occupier and his descendants security of tenure so long as the land was properly cultivated.

128. The representative of Australia stated that there was need to diversify the economy of the Territory. Its economy was heavily dependent upon three export commodities.

129. The representative of Burma expressed the hope that diversification of agriculture, improvement of agricultural methods and exploration of new markets for the produce of the Territory would be carried out by the Government of the Territory and the Administering Authority.

130. He noted with appreciation that the principal basis for the long-term economic development plan was the land utilization survey.

131. He considered that little headway had been made in the direction of establishing secondary industries, including commercial fishing. He suggested the introduction of small-scale industries requiring a relatively large amount of labour and some modern equipment based on native agricultural products as raw materials.

132. He also noted that the fifteen-year development plan of the Western Samoa Trust Estate Corporation was proceeding as laid down, and the number of co-operative societies had somewhat increased. The Administering Authority and the Government of Western Samoa should endeavour to give every encouragement to such societies and teach the people the basic principles of the co-operative movement and simple methods of business procedure and accounting.

133. The representative of Paraguay thought that the Administering Authority should make further efforts to liberalize the system of land tenure. While he recognized that it was a difficult undertaking, he hoped that the present system would be improved before the Territory attained independence. It was encouraging to know that the attitude of the *matai* leaders was changing, but a modern system of land distribution and registration would surely be desirable. Apparently, it should not be impossible for the *matai* leaders and the Administering Authority to reach agreement on that point.

134. The representative of the United Arab Republic stated that, as Western Samoa was basically an agricultural country, economic advancement must of necessity begin with agriculture. In the past, the Territory had depended on a few crops and a very limited market, with the result that it had been highly vulnerable to the adverse effects of price fluctuations. The Council had accordingly recommended to the Administering Authority a policy of crop diversification and of industrialization based on the available resources of the Territory; it should reiterate that recommendation to the Samoan authorities, who were beginning to show a keen interest in economic planning now that full responsibility in that sphere had been transferred to them.

135. The representative of the United Kingdom of Great Britain and Northern Ireland stated that there was clearly a need for diversification of the economy and for increasing productivity of Samoan agriculture.

136. He thought there was clearly a need for improving road and harbour facilities in the Territory.

137. The special representative of the Administering Authority stated that the Government of Western Samoa was fully aware of the need for expanding the range and quantity of export produce. He hoped that inquiries now proceeding would lead to the processing of surplus banana supplies and thus overcome the limitations of the present market for this fruit.

138. He also stated that the short-term plan for economic development was proceeding vigorously and the land utilization survey would provide the basis for long-term planning. He assured the Council that wherever possible the Administering Authority would be ready to give assistance and advice to the Government of Western Samoa for building up a sounder basis for the economy of the Territory in the future.

139. While recognizing that the *matai* system of land tenure had some limitations, he felt that there were sufficient signs of development to encourage the belief that the present system would evolve within a reasonably short time. Any deficiencies which might exist at present would be remedied by the Samoans themselves in the comparatively near future. He assured the Council that the Administering Authority would continue to point out to the Samoan people that modification of the land tenure system was desirable, if only because of the change from a subsistence economy to one based on production for export.

140. He stated that the possibilities of the fishing industry would again be discussed with the Samoan Government.

141. He noted that the South Pacific Commission had recently made available its own Co-operatives Officer to spend some months in the Territory in working out a plan for expanding co-operatives.



142. The representative of the Administering Authority stated that the New Zealand Government envisaged the continuation in the future of financial and technical assistance which would be consistent with the Territory's changing status and needs. The assistance would presumably be directed towards specific fields. He was convinced that Western Samoa would continue to seek the use of international assistance of all kinds wherever appropriate.

#### DEVELOPMENT OF ADEQUATE PUBLIC REVENUE: MONEY AND BANKING

143. The representative of the USSR stated that the Administering Authority should pursue energetic and urgent action in order that, in the remaining short interval, it might be possible to improve the financial and economic situation in the Trust Territory.

144. He thought that particularly important was the question of the revision of the existing situation as regarded the Bank of Western Samoa, since 55 per cent of the shares of capital belonged to New Zealand, and only 45 per cent to Western Samoa. He stated that the Bank should be transformed at an early date into an independent organ under exclusive Samoan control.

### IV. SOCIAL ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### HUMAN RIGHTS

145. The situation with regard to human rights was described in the Council's previous report to the General Assembly<sup>6</sup>.

146. At its twenty-fourth session, the Council endorsed the opinions expressed by the Visiting Mission concerning the safeguarding of human rights and hoped that the provisions included for this purpose in the Constitution of Western Samoa would be guided by the Universal Declaration of Human Rights. The Council noted with satisfaction the statement issued by the Council of State with the approval of the Working Committee on Self-Government indicating that it was the intention to make provision in the Constitution of Western Samoa to ensure that land and other property rights which were held in accordance with the law would continue to be respected. In its annual report for 1959, the Administering Authority stated that the Working Committee on Self-Government when it began drafting the Constitution in January 1960 would include a section safeguarding the fundamental human rights.

147. A growing awareness on the part of the Samoan leaders of the need for improved means of disseminating information resulted in an offer by the New Zealand Government to provide the services of an experienced public relations officer to set up a government information service for Samoa. The New Zealand Government also offered to provide £5,500 a year (for a specified term) towards the cost of this work, and to train in New Zealand a selected Samoan to take over fully the direction of public relations services in Samoa on completion of this training.

148. A Public Relations Division was established in October 1959 within the Prime Minister's Department

and this division was currently engaged in formulating a public information programme, with particular emphasis on the extension of services and political education to outlying districts.

149. The first major step in the programme for increasing media of information was the establishment in January 1960 of a new illustrated paper, to be distributed to 6,000 people in all villages of Upolu and Savai'i. The paper took the place of the present government monthly publication, but retained the old name of "Savali" and was printed in Samoan.

150. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council notes with satisfaction the statement of the Administering Authority that fundamental human rights are proposed to be incorporated in the Constitution and that persons suffering from an infringement of any of those rights should have access to the Supreme Court of Western Samoa. The Council hopes that provisions such as those recommended by the Working Committee on Self-Government will be incorporated in the Constitution and that the necessary measures will be taken to ensure that these rights are enjoyed freely by all citizens of Western Samoa.*

##### PUBLIC HEALTH

151. The Government expenditure on public health in the Territory in 1959 amounted to £225,760, as compared with £190,530 in 1958; £216,280 in 1957; and £229,630 in 1956. Expenditure on development of health services during 1959 was £5,248; the estimated expenditure for 1960 is £48,550.

152. In 1959 a new public health ordinance came into force. The new ordinance charged the Minister of Health with the control of the Health Department; the Director of Health obtained his powers by delegation in writing from the Minister. This change was part of the general transition to cabinet government and followed the lines of departmental control.

153. The Board of Health was reconstituted as a consultative body, advising the Minister on any matters referred to it relating to: (a) the adoption of a general health policy for the promotion of health, the prevention of disease and disability, the adequate and effective treatment of disease, and the proportion of the available resources that should be allocated for each of the foregoing purposes; (b) the control and management of hospitals, medical outstations, and ancillary services and the relationship of such control and management to the general health policy; (c) any other matters in any way relating to, or affecting the health of, the people of Western Samoa.

154. The Board of Health consists of five members: the Minister of Health, Chairman; the Director of Health, Deputy Chairman; the Director of Works; a medical practitioner appointed by the Minister; and a medical practitioner selected by the Minister from a panel of three submitted by the Samoan Medical Association.

155. A new hospital of twenty beds was built at Fusi but has not yet come into operation, and it was proposed to expand the Lefaga Hospital during 1960. The number of hospital beds in 1959 amounted to 598. Of these, 298 beds were at the Apia Hospital (compared with approximately 250 beds in 1958) and 300 beds in fifteen out-district hospitals (compared with approximately 200 beds in 1958).

<sup>6</sup> *Ibid.*, part II, chapter VII, paras. 128-131.

156. During 1959, there was for a time an acute shortage of medical officers and at one stage the number of overseas-trained medical officers in the Apia Hospital was reduced to one. An emergency call was sent out and the Surgeon Specialist, who had left in May, returned on a temporary basis. A relieving medical officer was sent from the South Pacific Health Service for one month and a physician from a New Zealand hospital relieved for four weeks in November. The new Surgeon Specialist, who is a Fellow of the Royal College of Surgeons and had had thirty years' tropical experience, took up duties in October. In November, another medical officer, who had been relieving in Niue, arrived for three months on a temporary basis.

157. Tuberculosis is the principal public health problem in the Territory. During 1959, many islands in the Pacific were affected by the poliomyelitis epidemic. There were no paralytic cases in Western Samoa. For the first time, poliomyelitis vaccination was made available in large quantities to the public. During 1959, the number of vaccinations amounted to 1,766. During the same year, 110 cases of infective hepatitis were reported, an increase of fifty over 1958. The disease appears to be gaining ground particularly among the adult European population and Samoan children.

158. At its twenty-fourth session, the Council noted with satisfaction the success of the yaws control campaign undertaken with the assistance of the World Health Organization and the plans to carry out a similar campaign for the control of tuberculosis in 1960. Considering that, although noteworthy progress had been made in the provision of medical and health facilities, there was still a need for further expansion, the Council took note of the observations and suggestions made by WHO (T/1455) and commended them to the attention of the Administering Authority and the territorial Government in the confidence that they would receive careful consideration, particular emphasis being placed upon continuing and intensifying the programme for training Samoan medical personnel.

159. In its annual report for 1959, the Administering Authority stated that preparations for the tuberculosis campaign undertaken in co-operation with WHO were completed (including the construction of a chest clinic and installation of a new X-ray machine) and that the project would begin in January 1960. In addition, the Minister of Health earlier in the year prepared a comprehensive plan for hospital construction. Approved by the then Executive Council, this plan would ensure that, in future, staff and buildings would be apportioned in a rational manner. The Inspector-General of the South Pacific Health Service made a preliminary survey in September and would return in January to make a thorough examination of public health in the Territory and to put forward recommendations for future development. To staff the expanded service, ten new health scholarships were announced in November to provide general medical training for Samoan medical practitioners, and also specialist training in ophthalmology and dentistry.

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

*The Council notes that some progress continues to be made in the provision of medical and health facilities. It hopes that the Administering Authority will take before independence the necessary steps to overcome the shortage of medical personnel and ensure the maintenance*

*of efficient and satisfactory health services. In this connexion the Council notes with interest that the Inspector-General of the South Pacific Health Service is making a study of the health services and drawing up recommendations for a long-term health plan.*

*The Council notes that the Administering Authority is providing more opportunities outside the Territory for higher education in medical and paramedical subjects and hopes that every effort will be made further to encourage suitable candidates to enter the medical and health profession.*

*The Council expresses satisfaction at the successful elimination of yaws as a health problem in the Territory and welcomes the undertaking of the anti-tuberculosis campaign with the assistance of the World Health Organization.*

*The Council takes note of the observations and suggestions made by WHO (T/1523) and commends them to the attention of the Administering Authority and the Government of Western Samoa.*

#### STATUS OF WOMEN

161. The situation with regard to the status of women was described in the Council's previous report.<sup>7</sup>

162. At its twenty-fourth session, the Council noted the impressive work done by Samoan women in public health, education, and other fields and expressed its confidence that they would play an increasingly important role in the national life of the Territory.

163. In its annual report for 1959 the Administering Authority stated that throughout the Territory work continued towards raising standard of hygiene, child care, and education in the villages and funds were now being gathered for the provision of women's welfare rooms and other amenities for mothers and children visiting Apia.

#### LABOUR

164. The situation with regard to labour was described in the Council's previous report.<sup>8</sup> According to the latest data, there were about 8,000 persons in the Territory who could be classed as wage and salary earners and, of these, probably 7,000 were Samoans.<sup>9</sup>

165. At its twenty-fourth session, the Council noted that certain principles pertaining to proposed legislation governing conditions of employment and worker's compensation suggested by the Administering Authority have been approved by the Government of Western Samoa and that, with the latter's agreement, the legislation was now being drafted by the Administering Authority. The Council, recalling the recommendation on this subject which it adopted at its twenty-second session, expressed the hope that the proposed legislation would soon be enacted.

166. In its annual report for 1959, the Administering Authority stated that legislation establishing a scheme for workers' compensation had been prepared and approved by Cabinet and that it would be introduced into the next session of the Legislative Assembly.

<sup>7</sup> *Ibid.*, part II, chapter VII, paras. 139-140.

<sup>8</sup> *Ibid.*, part II, chapter VII, paras. 142-145.

<sup>9</sup> In its report for 1958, the Administering Authority stated that the figures were 7,000 and 6,000, respectively.

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

### GENERAL: HUMAN RIGHTS

167. The representative of the Union of Soviet Socialist Republics considered that the social conditions of the Territory should be improved. He thought that much remained to be done with regard to the raising of the standard of living of the population.

### PUBLIC HEALTH

168. The representative of the United States of America stated that the yaws programme and the WHO campaign against tuberculosis were evidence of the co-operation between the Administering Authority and the United Nations. He expressed regret regarding the shortage of medical personnel, but hoped that this problem would be completely surmounted in the near future.

169. The representative of China expressed satisfaction at the successful removal of yaws as a health problem in the Territory. He welcomed the anti-tuberculosis campaign carried out with the assistance of WHO. He was gratified to note that the Inspector-General of the South Pacific Health Service had made a thorough investigation into the public health services in Western Samoa and reported to the Samoan Government on methods of improving the services. He also expressed concern about the shortage of medical personnel.

170. The representative of the Union of Soviet Socialist Republics considered that the health services should be improved.

171. The representative of India noted with satisfaction the improvement in the provision of medical and health facilities. He believed that there was still room for further expansion of health facilities and hoped that the authorities concerned would find it possible to tide over their present financial difficulties and ensure the maintenance of efficient and satisfactory health services in the Territory. He noted in this connexion that the assistance offered by WHO in the form of fellowships for training qualified Samoan personnel would no doubt be pursued.

172. The representative of the United Arab Republic stated that the dearth of qualified medical personnel was a major problem in the Territory. He was sure that the Samoan authorities would spare no effort to correct this unhealthy situation.

173. The special representative of the Administering Authority stated that the comprehensive report and the recommendations of the Inspector-General of the South Pacific Health Service would provide the Samoan Government with the basis for future planning. The Inspector-General's recommendations would be carefully considered by the Government. He also assured the Council that the situation regarding the shortage of medical personnel had been remedied. He emphasized that the fact that several Samoans had now completed or were completing their medical studies would provide a more permanent solution.

### STATUS OF WOMEN

174. The representative of India recalled that in the past he had expressed the view that women's activities in the Territory need not perhaps be confined merely to the field of health and health education. He had no doubt that the women in Western Samoa would play an increasingly important role in the national life, including participation in the political life of the Territory.

## V. EDUCATIONAL ADVANCEMENT

### Outline of conditions and recommendations adopted by the Trusteeship Council

175. The situation with regard to educational advancement was described in the Council's previous report.<sup>10</sup>

176. At the twenty-sixth session of the Trusteeship Council, the Administering Authority informed the Council that the total number of children attending government primary schools increased from 14,635 in 1958 to 16,055 last year. The total roll of all primary schools increased from 22,280 to 24,790. The number of secondary school pupils at Samoa College and Avele College increased from 253 to 344 and the number attending mission schools increased slightly from 361 to 368. The total number of children at all types of schools rose from 23,543 to 25,881, an increase of 2,338. The number of students at the Teachers Training College in Apia was 121 as compared with 133 in 1958; the intake of new students in 1960 was 140.

177. On 1 October 1959, the first Education Ordinance became law. It defined the powers of the Minister and Director of Education, established a Board of Education, and made provision for subsequent regulations. The over-all policy remained the same.

178. At its twenty-fourth session, the Trusteeship Council endorsed the Visiting Mission's suggestions, especially concerning the need to expand secondary and vocational training in order that the Territory should not be indefinitely dependent upon overseas officials and technicians. The Council stressed the need to complete the construction of Samoa College and to provide it with the necessary additional qualified teachers so that the College could begin its expanded role of teaching up to university entrance as soon as possible. It also considered that it was important to continue and intensify the scholarship scheme with the assistance of the Administering Authority. In regard to primary education, the Council hoped that local initiative in the districts might play a still more important role than hitherto.

179. The Council also welcomed the assurance given to the Visiting Mission by the New Zealand Government that it would study closely and sympathetically the possibility of continuing further direct and indirect assistance to Western Samoa for educational development during the period of transition and in the early years after the attainment of independence. It noted that the form that such assistance might take would be considered in the light of the report on the Territory's educational needs which was at present being prepared by the New Zealand Director of Education.

180. In its report for 1959, the Administering Authority stated that, realizing the need for an expanded education programme with the attainment of independence so close, it decided in 1959 to make educational aid its main contribution to the Territory's future development. The New Zealand Director of Education and the Superintendent of Technical Education visited Western Samoa in June and prepared a full report on its educational needs over the next few years.

181. The Government of New Zealand accepted this report and, at the end of the year, offered financial assistance to Western Samoa for improved education facilities. It offered an amount of £80,000 and had promised that corresponding grants would be considered

<sup>10</sup> *Ibid.*, part II, chapter VII, paras. 156-174.

in following years. The New Government decided also to offer assistance to a number of important educational projects, including: the completion of Samoa College; the provision of additional seconded teachers; technical education and trades training; textbooks and school publications; the provision of housing for seconded teachers and a considerable expansion of scholarships in New Zealand for education and in-service training.

182. Mention was made in the report on educational needs of the Territory that, though compulsory universal education was desirable, at the moment an increased stress should be placed on the development of post-primary education so that the leaders required might be more quickly obtained.

183. At the end of 1959, there were eighty-four Samoan students on New Zealand academic and trade scholarships and the New Zealand Government offered to increase that number for such courses as Samoa required. At the twenty-sixth session of the Trusteeship Council, the Administering Authority informed the Council that in 1960 there were 114 Samoans who were receiving educational training in New Zealand under government schemes.

184. In December 1959, the Superintendent of Staff Training of the New Zealand Public Service Commission visited Samoa and held a short course in administrative procedures. At the twenty-sixth session of the Trusteeship Council, the Administering Authority informed the Council that in January 1960 a first contingent of fifteen Samoans arrived in New Zealand to undertake an introductory training course followed by a minimum of six months' training in appropriate government departments.

185. Regarding scholarships for higher education, one scholarship student completed his medical degree during 1958 and one in 1959, making a total of three Samoans who had now obtained this qualification. The Government of the United States of America awarded to students from Western Samoa (in accordance with United Nations General Assembly resolution 557 (VI) of 18 January 1952) four scholarships tenable in American universities during 1957-1958. These students have now returned. At the twenty-sixth session of the Trusteeship Council, the Administering Authority informed the Council that in 1960 the International Educational Service of the United States State Department had awarded two fellowships to Samoans to study aspects of tropical agriculture, one in Hawaii and one in Puerto Rico. In 1959, the Government of India offered two scholarships and the Government of Australia, one.

186. At its twenty-fourth session, the Trusteeship Council also expressed its hope that an advisory committee on education composed of educators from both Government and mission schools would soon be set up in the Territory. It noted with interest that contacts between the Department of Education and the missions had become more frequent and hoped that a system of inspection of mission schools would soon be introduced. In its report for 1959, the Administering Authority stated that under the provisions of the Education Ordinance, 1959, a Board of Education was appointed to advise the Minister. It consisted of senior officials of the Department, representatives of the Missions, and several members of the community who had taken an interest in education.

187. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council notes that a Board of Education consisting of senior officials of the Department, representatives*

*of missions and several members of the community who have taken an interest in education, was appointed to advise the Minister.*

*The Council welcomes the decision made by the Administering Authority to offer financial and technical assistance to Western Samoa for the improvement of education facilities in the future. It notes that the projects to be carried out are the following: (a) the provision of student hostels at Samoa College; (b) the provision of additional seconded teachers to strengthen teaching in and outside Apia; (c) the expansion of technical education and trades training; (d) a considerable expansion of the scholarship scheme; (e) the provision of additional textbooks and publications for Samoan schools; (f) the provision of housing for seconded teachers. The Council is confident that the Administering Authority and the Government of Western Samoa will take all necessary measures to initiate the implementation of these projects in the near future.*

*Recalling its previous recommendation that Samoa College should become a complete secondary school preparing students for university entrance, the Council is confident that it will now be possible to carry out this reform without delay, and that the number of secondary students will soon be increased substantially. The Council notes that the secondary school in Savai'i has been opened and hopes that this school, as well as post-primary classes of district schools, will be further developed in order to provide additional study outlets for qualified pupils completing their primary school studies.*

*The Council endorses the views expressed by the 1959 Visiting Mission to the effect that efforts towards establishing compulsory primary education should be maintained and that local initiative in the districts may contribute greatly towards the expansion of primary education. As the development of secondary education depends on a larger proportion of primary school pupils finishing their studies satisfactorily, the Council hopes that the quality of teaching will be improved in all the schools and consequently recommends an increase in the staff of the Teachers Training College. The Council is of the opinion that the use of adult education as a means of community development should be explored.*

*The Council, while welcoming the expansion of the scholarship programme undertaken by the Administering Authority in conjunction with the Government of Western Samoa, hopes that more students will receive scholarships for university education.*

*The Council noting that a new Samoan dictionary will shortly be published and, bearing in mind that the Samoan language may become the official language of the new State, emphasizes the importance of advanced instruction in that language in the schools and of the provision of further literature in Samoan.*

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

188. The representative of the United States of America stated that no one could fail to be impressed by the programme of education being carried out by the Administering Authority and the Government of Western Samoa. The number of students now receiving educational training in New Zealand were significant in this regard.

189. The representative of Burma noted with satisfaction the very valuable programmes of scholarships and the training and large amounts given in education

grants. He commended the Administering Authority for all these tasks. He hoped that these programmes would be continued and further reinforced.

190. The representative of Paraguay thought that the problem of higher education should be considered by the Administering Authority. He believed that, before attaining independence, the Territory should have a minimum programme of higher education. A centre for higher education located in the Territory would provide intellectual stimulus. He thought that the possibilities for study abroad complemented higher education in the Territory but did not constitute a permanent solution.

191. The representative of China was of the opinion that secondary education and vocational training should be further developed in order to make possible the training of more qualified administrative officials and technicians.

192. The representative of the Union of Soviet Socialist Republics considered that the educational services should be improved. He thought that special efforts were required in the field of popular education since the situation was particularly unfavourable. He noted with interest the statement of the representative of New Zealand that the New Zealand Government had evolved a five-year plan for education and had earmarked special funds for that purpose from its own budget. He thought that these sums needed to be increased and that, particularly, account should be taken of the time factor.

193. The representative of India thought that the efforts so far by the Administering Authority and by the Government of Western Samoa in the field of education did not appear to have been adequate. He had noted with satisfaction the increase in the number of students in the schools in the Territory, but thought that this problem should be tackled with enhanced vigour and determination. He felt that a "crash" programme needed to be undertaken. Increased facilities for secondary school education and even higher education should be provided in the Territory. Vocational education and technical training of personnel also needed particular attention.

194. The representative of the United Arab Republic stated that in the educational field progress had been reported, but that the efforts did not appear to be commensurate with the needs. He regretted that the projects that were recommended by Dr. Beeby and the Visiting Mission had not yet been implemented.

195. The representative of the United Kingdom expressed warm appreciation of the action taken by the New Zealand Government in making a very substantial sum available for educational development and in indicating that this could be expected over a period of five years.

196. He hoped that the Samoan Government would give every attention to the teaching profession and that close and harmonious relations with that profession would be maintained. He hoped that the advisory committee for education would actively pursue its tasks, and also that it might be possible to encourage the development of a teachers' professional association.

197. The special representative of the Administering Authority emphasized the efforts which were being made with regard to expanding education and training. He assured the Council that these efforts would be continued.

198. He noted that the Samoans studying in New Zealand under the government scholarship scheme were not the only Samoans attending educational institutions overseas. Quite apart from government scholarships, there were, in 1959, sixty-four Samoans studying overseas under scholarships awarded by religious missions. In addition, many Samoans attended secondary schools and universities in New Zealand at their own expense. He expressed the hope that the work on dormitories for Samca College would begin 1960 and that other items in the plan of educational assistance would be commenced shortly.

199. He assured the Council that the Administering Authority was conscious of the needs of Western Samoa and would continue to exert every endeavour to see that those needs were met on a planned basis, within the shortest possible time.

200. The representative of the Administering Authority stated that the New Zealand Government envisaged the continuation of financial assistance in the educational field.

## **VI. ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE**

### **Outline of conditions and recommendations adopted by the Trusteeship Council**

201. In resolutions adopted at various sessions,<sup>11</sup> the General Assembly invited the Administering Authorities to submit estimates of the time required for the fulfilment of measures taken or contemplated towards self-government or independence, including, in each case, both intermediate target dates and a time-limit for the attainment of the final objective. At its fourteenth session, it noted that the time-table proposed by the Administering Authority provided for the attainment of independence by Western Samoa in the course of 1961.<sup>12</sup>

202. The situation with regard to the attainment of self-government or independence by the Trust Territory of Western Samoa and the observations of the Visiting Mission thereon were described in the Council's last report to the General Assembly.<sup>13</sup>

203. At its twenty-fourth session, the Council noted with satisfaction the statement of the Administering Authority that the objective of trusteeship for Western Samoa was independence. It also noted that, while the *Fautua* and the members of the Legislative Assembly had recently confirmed their desire to enter into a Treaty of Friendship with New Zealand, this Treaty would not be concluded until after the Territory had attained independence. The Council welcomed the further assurance of the Administering Authority that the independence of Western Samoa was in no way conditional upon the conclusion of such a treaty or any other factor. Bearing in mind that the Territory was rapidly approaching the stage of development when the question of terminating the Trusteeship Agreement might be considered, the Council welcomed the resolution adopted by the *Fautua* and members of the Legislative Assembly recommending that a plebiscite should

<sup>11</sup> See resolutions 558 (VI), 752 (VIII), 858 (IX), 946 (X), 1064 (XI), and 1207 (XII).

<sup>12</sup> Resolution 1413 (XIV).

<sup>13</sup> *Official Records of the General Assembly, Fourteenth Session, Supplement No. 4 (A/4100), part II, chapter VII, paras.188-193.*



be held, with participation by all persons over the age of twenty-one, in which the people of Western Samoa would be asked whether or not they agreed to the termination of the Trusteeship Agreement and to the enactment of the proposed Constitution and the Treaty of Friendship with New Zealand. The Council considered that the holding of such a plebiscite under United Nations supervision would be an appropriate means of ascertaining the freely expressed wishes of the population as provided in Article 76 b of the Charter of the United Nations and that the exact form of the questions to be put in the plebiscite should be considered at the appropriate time by the General Assembly. The Council also noted the tentative time-table proposed by the Administering Authority in respect of the remaining steps which must be taken to enable Western Samoa to attain independence. Although aware that it had not yet been fully discussed with the Samoan authorities and was subject to possible modification in the light of those discussions and of the progress achieved, the Council endorsed the time-table in its broad outline and considered that it provided a satisfactory basis for the attainment of the objectives of trusteeship by Western Samoa. The Council viewed with gratification the action of the Administering Authority in specifying early successive intermediate targets with tentative dates and their fulfilment in the field of the Trust Territory's political development and considered that this action was fully in conformity with the letter and spirit of operative paragraph 2 of General Assembly resolution 1274 (XIII) and the Council's own previous recommendations on this subject. It congratulated the Administering Authority on the manner in which it had proceeded, step by step, in consultation with the Samoan people, at every stage, towards the objective of Samoan independence.

204. During 1959, the Territory continued its advance towards the attainment of the objectives of trusteeship. With cabinet government in operation, it may be said that full internal self-government has been achieved. The tentative time-table for the attainment of independence is unchanged with respect to the remaining steps before independence: the draft Constitution is to be completed and submitted for approval to a Constitutional Convention in 1960; in the following year, a plebiscite will be held in the Territory on questions to be determined by the General Assembly in consultation with the Administering Authority. The Administering Authority hopes that there will be no difficulties to prevent the attainment of independence by the end of 1961. This last step will bring the two *Fautua* to the dignity of Joint Heads of State, while the High Commissioner will be replaced by a New Zealand representative with appropriate powers and status.

205. At the twenty-sixth session of the Council, the Administering Authority stated that the Samoan leaders had preferred to have the Constitutional Convention precede the legislative elections. Assuming that the drafting of the Constitution had been completed in good time, the Convention would be held in July or August. The Working Committee had recommended that the delegates to this gathering would be the *Fautua*, the present members of the Legislative Assembly, three additional members from each Samoan constituency and ten additional representatives of the European community, together with one extra person selected according to his position in the traditional Samoan

hierarchy. All members of this representative group would be citizens of Western Samoa, and the additional Samoans and Europeans would be elected in the same way as their counterparts in the Assembly. The *Fautua* were to be joint Chairmen of the session, and the Prime Minister the Deputy Chairman. These were so far only the recommendations of the Working Committee, but seemed likely to prove acceptable to the Legislative Assembly and to be embodied in an ordinance to this effect. Elections to the Legislative Assembly would probably be held in October or November 1960.

206. The plebiscite was tentatively scheduled for May 1961. The exact form of the questions to be put in the plebiscite should be considered at an appropriate time by the General Assembly. The General Assembly at its fifteenth session should be asked to consider what action it would take on this matter and particularly the form of the questions which should be put in the plebiscite. In the light of the very considerable progress which had already been made, the draft Constitution should be ready for consideration by the Assembly.

207. The Administering Authority stated that, while the terms of a draft Treaty of Friendship between Western Samoa and New Zealand might not be available at the time the General Assembly was in session, it should be possible to provide, however, a paper based on discussions between the representatives of the Samoan and New Zealand Governments which would indicate the main points of agreement concerning the future relations between New Zealand and an independent Samoa. This documentation should provide a sufficient basis for discussion by the General Assembly of the questions to be included in the plebiscite. The Administering Authority requested that the Council consider recommending that "The future of Western Samoa" be placed as a separate item on the provisional agenda for the fifteenth session of the General Assembly, as envisaged in the tentative time-table endorsed at the twenty-fourth session of the Council.

208. In his closing statement, the representative of New Zealand noted that the attitude of the New Zealand Government to the question of the Treaty of Friendship must necessarily take fully into account the expressed wishes of the Samoan people on a subject which was so important to them. He assured all members of the Council that the views which they had expressed concerning the negotiation of any relationship agreement and the inclusion of such an agreement as one of the issues concerning which questions might be put in the proposed plebiscite should be taken fully into account by the New Zealand Government and would be brought to the attention of the Samoans and their political leaders. Both the Administering Authority and the people and Government of the Territory would weigh very carefully the thoughtful arguments put forth in the Council on this question.

209. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council notes with satisfaction that the plan of political reforms drawn up by the Administering Authority in conjunction with the Government of Western Samoa and endorsed in its broad outline by the Council at its twenty-fourth session is being successfully carried out. It takes note of the fact that the date for holding the Constitutional Convention has been advanced in accordance with the wishes of the Samoan leaders and representatives and expresses confidence that the*



*remaining steps before the proclamation of independence will be successfully carried out.*

*The Council notes the statement of the Administering Authority that the possibility of advancing the tentative target date for the independence of Western Samoa, if such a step should prove practicable, is not excluded.*

*The Council notes the statement of the Administering Authority that no treaties between Western Samoa and New Zealand will be concluded until after the Territory has attained independence. It notes the assurances of the Administering Authority that the views which have been expressed by members of the Council on this question will be fully taken into account and that they will be brought to the attention of the Samoans and their political leaders. The Council also notes the intention of the Administering Authority to supply to the General Assembly at its fifteenth session information on this matter.*

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

210. The representative of China stated that, while the Constitutional Convention should have been held after the legislative elections, the present legislature was as representative as any newly elected legislative assembly. He hoped that the Convention would help bring about a situation in which the wishes of those Samoan citizens who were outside the *matai* system would be met.

211. The representative of the Union of Soviet Socialist Republics noted with satisfaction the convening of the Constitutional Convention at an earlier date than was originally planned. He hoped that, in view of the shortening of the time necessary for implementing some of the measures envisaged in the reform plan, the proclamation of independence of Western Samoa might be set for an earlier date than 31 December 1961, and noted the statement of the Administering Authority that such a possibility was not excluded.

212. He also noted that New Zealand did not intend to station troops or set up military bases in Western Samoa or to include Western Samoa in the sphere of action of military treaties and agreements to which New Zealand was a party.

213. He stated that his delegation was particularly concerned that the independence of Western Samoa should be complete and unlimited so that the constitution and all legislative acts provide for full sovereignty and independence. The conclusion of any agreements between Western Samoa and New Zealand could occur only after Western Samoa had acquired full independence and was able on its own to conduct its foreign relations. The termination of trusteeship by the United Nations should not lead to a continuation of Trusteeship in another form on the basis of some other agreement. The conclusion of a Treaty of Friendship should not be introduced as a question in the forthcoming plebiscite or be considered by the General Assembly. He hoped that the Administering Authority would once again attentively examine this extremely important question in the light of the views expressed in the Trusteeship Council.

214. The representative of India was happy that no significant changes were anticipated in the time-table which the New Zealand Government had prepared concerning the intermediate stages in the transfer of responsibility to the Samoan people.

215. He recalled that the proposed Treaty of Friendship, if negotiated beforehand, would be subject to approval at a plebiscite and ratification later by free Samoa in accordance with her constitutional processes. He noted with satisfaction that some details of the proposed treaty would be furnished by the New Zealand Government in time for information and discussion, if any, by the General Assembly. He hoped that in any future relationship with New Zealand, Western Samoa would not be brought into the orbit of any existing or future military alliance.

216. The representative of Burma observed that, if the so-called Treaty of Friendship was to deal with defence and external affairs and if New Zealand was to take responsibility for these two important subjects after the termination of the Trusteeship Agreement, it would not be independence at all but just a truncated form of independence and sovereignty, just self-government or home rule, as distinct from a sovereign and independent State as envisaged in the United Nations Charter and the terms of the Trusteeship Agreement. But he further observed that these were not everything to be considered and that the question was a very delicate one. He said that he needed more facts and details of the proposed treaty.

217. The representative of Belgium stated that it was through qualified representatives that the Samoan people seemed to have expressed the wish to conclude a Treaty of Friendship with New Zealand after independence.

218. The representative of Paraguay noted the assurance given by the Administering Authority to the effect that the Samoans themselves wished to undertake negotiations over the Treaty of Friendship before deciding their future. He said he would have preferred these negotiations to be held after the Samoans had decided on their future. He hoped the Council would have more details later regarding this highly important matter.

219. The representative of China considered it to be very natural that the Samoan people should choose to leave their external affairs and defence to the country they could trust, owing to the very amiable relationship between the two countries and to the practical considerations involved in the size, population and resources of the Territory.

220. The representative of Italy stated that the proposed Treaty of Friendship was the natural outcome of the good relations between the people of New Zealand and the people of Western Samoa. It was the full sovereignty and independence of Western Samoa which was to provide the basis of the Treaty. He noted that New Zealand would inform the General Assembly of the main points contemplated for inclusion in the Treaty.

221. The representative of the United Arab Republic stated that the desire of the Samoans to negotiate a Treaty of Friendship prior to independence had made its provisions the legitimate concern of the United Nations. A better course to follow would have been to leave the matter until Western Samoa became fully sovereign and independent. The decision in this connexion, however, lay solely with those directly concerned.

222. The representative of the United Kingdom stated that the Administering Authority seemed to have acted with scrupulous correctness with regard to the question of the Treaty of Friendship. If the Samoans should want their external relations, apart from local ones in the Pacific, to be dealt with by New Zealand,

this would seem eminently natural. The question should be left until the General Assembly met, by which time the Administering Authority would be in a position to provide further information on the subject.

223. The representative of Bolivia stated that the fact that the Administering Authority and the representatives of Western Samoa had the same wish presented the possibility that the Trust Territory might become an autonomous protectorate and that the problem of Western Samoa was dominated by the plan of operations mutually agreed upon by New Zealand and the Samoan authorities with the approval of the Council. The Treaty of Friendship should be negotiated after the Samoan Government had been duly established.

224. The representative of the Administering Authority stated that the New Zealand Government must necessarily take fully into account the expressed wishes of the Samoan people on a subject which was so important to them as their future relationship with New Zealand.

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#### SUMMARY OF DISCUSSIONS AT THE 1095TH AND 1096TH MEETINGS RELATING TO THE DRAFT CONCLUSION PROPOSED BY THE REPRESENTATIVE OF THE UNION OF SOVIET SOCIALIST REPUBLICS

225. During consideration of the report of the Drafting Committee on Western Samoa (T/L.974), at the 1095th meeting of the Council, the representative of the Union of Soviet Socialist Republics proposed the inclusion of the following draft conclusion in the section entitled "Attainment of self-government or independence":

"The Council notes with satisfaction the statement of the Administering Authority that it does not intend to set up military bases or station troops in Western Samoa, or to include Western Samoa in the sphere of action of military treaties and agreement to which New Zealand is a party".

226. The representative of India suggested that the proposed draft conclusion might be amended to read as follows:

"The Council notes with satisfaction the statement of the Administering Authority that there is no intention to negotiate in the proposed treaty any arrangements for the defence of the Territory".

227. Following an exchange of views in the Council, the representative of India, at the 1096th meeting, submitted the following amended version of the draft conclusion submitted by the representative of the USSR:

"The Council notes the statement of the Administering Authority that it does not intend to set up military bases or to station troops in Western Samoa, nor to extend to Western Samoa the security treaties or agreements to which New Zealand is a party, and that Western Samoa will, upon the attainment of independence, be free to make such dispositions as it may think fit in regard to defence and security".

228. The representative of India suggested that this paragraph be inserted at the end of section II of annex I of the report of the Drafting Committee on Western Samoa, which would be renamed "Political" instead of "Political Advancement", under a separate sub-heading entitled "Defence and Security". He considered that it faithfully summarized what the Administering Authority

had told the Council without expressing an opinion thereon. The Council would be carrying out its responsibilities in noting a statement relating to the application of article 10 of the Trusteeship Agreement.

229. The representative of New Zealand, as the Administering Authority concerned, stated that he did not consider it appropriate to include any reference to a matter of that kind in the Council's conclusions, as the responsibility of the Administering Authority with regard to defence and security was laid down by the Trusteeship Agreement and the way this was implemented must vary with changing circumstances. He would not oppose the Indian amendment as it accurately reflected his Government's present position, but he thought the reference even less justified at a time when the Council was contemplating the attainment of independence by Western Samoa. The representative of Bolivia considered that the Council could not voice an opinion on the matter since the proposed Treaty of Friendship between Western Samoa and New Zealand was not being discussed by the Council. The view of the representative of France was that the Council did not have the right to commit Western Samoa to a course of action after the Territory achieved independence. Unforeseen circumstances might cause the New Zealand Government to change its mind with regard to the exercise of its rights under article 10 of the Trusteeship Agreement before Western Samoa's independence. The representative of the USSR was of the opinion that defence and security were important matters on which it was essential to know the Administering Authority's policy and intentions. The representative of Australia thought that the proposed draft conclusion included considerations which were not strictly the concern of the Council and that, if adopted, it might be interpreted as an attempt by the Council to tell the people of Western Samoa what their future international status should be. The representative of the United Kingdom thought it inadvisable for the Council to prejudge a particular aspect of the possible treaty between Western Samoa and New Zealand before the next session of the General Assembly. The view of the representatives of Italy and China was that the proposed text could not properly be included in the conclusions of the Council in the light of article 10 of the Trusteeship Agreement, while the representative of Belgium was opposed to it for the reasons adduced by the representative of New Zealand. The representative of Paraguay was of the opinion that the Indian amendment went too far in that it seemed to prejudge the provisions of a treaty to be signed at some future date between two independent States. He also considered that the last part of the proposed conclusion merely reiterated a recognized principle of international law and was therefore redundant.

230. The vote on the Indian amendment was taken by roll-call; the result of which was as follows: 4 in favour (Burma, India, the Union of Soviet Socialist Republics, the United Arab Republic), and 7 against (Australia, Belgium, China, France, Italy, the United Kingdom, the United States of America) and three abstentions (Bolivia, New Zealand, Paraguay). The proposed draft conclusion was therefore rejected.

231. In explaining his vote, the representative of the United States of America stated that the proposal was untimely and might have left some doubts regarding the rights of Western Samoa after its accession to independence.

## Chapter VI

### NEW GUINEA

#### I. GENERAL

##### Outline of conditions and recommendations adopted by the Trusteeship Council

###### LAND AND PEOPLE

1. The land area of the Trust Territory of New Guinea covers approximately 93,000 square miles and consists of the north-eastern part of the Island of New Guinea and numerous other islands. The most important of these are New Britain, New Ireland and Manus in the Bismarck Archipelago, and Bougainville in the Solomon Islands. Rugged mountain ranges occur throughout the Territory and rain forests are found below the 6,000 feet elevation. Extensive grasslands and swamps and marshes also are found on the Island of New Guinea. The Territory has a typical monsoonal climate with most areas receiving more than 100 inches of rain annually. Atmospheric temperature and humidity are uniformly high throughout the year.

2. The total indigenous population of the Territory, as of June 1959, consisted of an enumerated indigenous population of 1,282,639 and an additional estimated population of 78,000. Among these, considerable cultural and linguistic differences exist. The non-indigenous population consisted of 11,177 Europeans, and an estimated 2,898 Asians and 1,195 others.

3. At its twenty-fourth session, the Council recalled its recommendations at previous sessions regarding the adoption of an official name for the people of the Trust Territory and noted the view of the Administering Authority that it was for the people themselves to decide in due course upon the choice of an official name. It requested the Administering Authority to include in the next annual report any relevant information on this matter. It expressed the hope that the Administering Authority would encourage expressions of opinion of this subject by the inhabitants of the Territory with a view to assisting the early adoption of an official name.

4. In the report under review, the Administering Authority stated that it had given further consideration to the question of an official name, but felt that the stage had not yet been reached where a widespread and considered opinion from the majority of the people themselves could be expressed.

5. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council recognizes the difficulties of the task faced by the Administering Authority in New Guinea on account of geographical and other circumstances of the Territory. It wishes therefore to express its appreciation at the outset of the work of the Administering Authority and the progress achieved thus far in the economic, social and political advancement of the Territory. While a good measure of progress has been achieved*

*in all these fields, a great deal yet remains to be accomplished. The Council is conscious, and so it believes is the Administering Authority, that the rate of progress in all these fields, and more especially in the political field, needs to be accelerated. It believes that the specialized agencies of the United Nations and other international bodies are in a position to render considerable assistance to the Administering Authority in the task of promoting the advancement of the Territory, and it therefore recommends that the Administering Authority should seek the assistance of international agencies in their respective fields of activity in greater measure than hitherto.*

*The Council reiterates its hope that the Administering Authority will encourage expressions of opinion among the indigenous inhabitants of the Territory with a view to assisting in the early adoption of an official name for them.*

###### EXTENSION OF ADMINISTRATIVE CONTROL

6. The Territory is classified in administrative categories according to the degree of control or influence the Administering Authority exercises in a particular area. At 30 June 1959, there were 78,745 square miles under Administration control, an increase of 550 over the previous year. In addition, 6,640 square miles were under Administration influence, 2,595 were under partial influence, and 5,020 were classified as "penetrated by patrols only". Among these, there were restricted areas totalling 17,320 square miles which may be entered only by indigenous inhabitants, officers of the Administration, or persons holding a permit to do so.

7. At its twenty-fourth session, the Council noted that the number of trained and experienced staff had not been sufficient to maintain the past rate of progress in opening new areas and at the same time to establish the Administration properly in newly opened areas, and provide the intensive guidance and services required in the more developed areas. While appreciating the view of the Visiting Mission that the essential development and sound administration of areas already under control should in no way be jeopardized for the sake of opening up new areas, it recommended that in the interest of uniformity of development the Administering Authority should continue the work of extending control at the fastest rate possible, consistent with the good of the Territory as a whole, and that it should accelerate its recruitment and training programme in order to provide the additional staff required.

8. In the report under review, the Administering Authority stated that its policy was to bring the remaining areas, which are classified as "penetrated by patrols" or "under Administration influence", under full Administration control as soon as it was practicable to do so. Steps being taken, including the recruiting and training of field staff, would not only enable more

progress to be made in completing that task, but would also enable the Administration to provide the intensive administrative guidance and services required by the peoples of the more developed areas.

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

*The Council reaffirms its recommendations of the twenty-fourth session concerning the need to bring the whole of the Territory under full administrative control at the fastest rate possible consistent with the good of the Territory as a whole, and the need to recruit and train sufficient staff to enable this to be done without jeopardizing the essential development and sound administration of areas already under control. It notes that during the year under review the area under full administrative control increased by only 500 square miles. The Council believes that the rate of progress should be accelerated and maintained at an even pace. It notes in this connexion the statement of the Administering Authority that a revised plan for bringing the whole Territory under administrative control is under consideration. The Council hopes that this plan will aim at a rapid extension of administrative control in the next few years in the interests of the uniformity of development of the Territory as a whole, and that it will be apprised of the details of this plan at its next session.*

*The Council welcomes the statement of the Administering Authority that the steps now being taken, including the recruitment and training of field staff, will not only make for expeditious progress in this task, but will also enable the Administration to provide the intensive administrative guidance and services required by the people of the more developed areas. It notes in this connexion that seventy-nine cadets, including twenty-nine cadet patrol officers, were appointed to the Public Service during the year under review, and that, of these, approximately fifty cadets will be allocated to the Trust Territory. The Council considers that the recruitment and training of additional staff, especially indigenous personnel, in greater numbers, will expedite the process of bringing the Territory under full administrative control.*

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

#### **GENERAL**

10. The representative of France wished to indicate his confidence in the future development of the Territory which, although slow, was nevertheless constant and progressive. He hoped that the Australian Administration would continue its efforts.

11. The representative of Burma expressed the hope that the Administering Authority would implement the Council's resolution 1370 (XVII).

12. The representative of Bolivia stated that the Trusteeship and the Administering Authority should work to reach conclusions which would eliminate reactions on the part of the people against the Administration and allow for constructive co-operation.

13. The representative of the United Kingdom of Great Britain and Northern Ireland stated that in the fourteen years since the war, in which the Territory had suffered greatly, the Australian administration had achieved very much and deserved the greatest possible credit for its achievements.

#### **EXTENSION OF ADMINISTRATIVE CONTROL**

14. The representative of the United Arab Republic considered that the peaceful and orderly extension of administrative control was proceeding very slowly, and he urged the Administering Authority to submit a practical or scientific plan with a detailed time-table next year regarding the solution of this most serious question.

15. The representative of India welcomed the further extension of administrative control over the Territory. However, he noted that the increase during the period under review was only 550 square miles, and at this rate it would take thirty years before the whole of the Territory was brought under control. He emphasized the need for at least trebling this rate of progress.

16. The representative of New Zealand felt that the information presented to the Council bore ample witness to the fact that the Administering Authority was not jeopardizing what it had already achieved in the broad fields of administration and development for the sake of opening up new areas.

17. The representative of the United States of America considered that the Administering Authority deserved the commendation of the Council for its effort to bring the indigenous people of New Guinea to the twentieth century. He hoped that this task could be considerably eased in the years to come by shifting more and more of the burden of the administration of the Territory to them.

18. The representative of China recalled the views of the 1959 Visiting Mission concerning the extension of administrative control and believed that the maxim of *festina lente* should apply to the opening up of new areas.

19. The representative of the Union of Soviet Socialist Republics stated that the Administering Authority did not yet control some regions, an area of over 14,000 square miles where only infrequent patrols manage to penetrate. This raised many unsolved problems both for it and for the Trusteeship Council.

20. The Special Representative of the Administering Authority stated that he would be the last to deny the necessity for completing the penetration of the hinterland peacefully. Penetration, exploration and initial contact were nevertheless simple operations compared with what inevitably followed them: the rapid development of the whole fabric of civilization. These were not two distinct and separate processes but, until the former was quite complete, the latter had to follow it closely. Thus the greater the detail of the knowledge of the Territory which the Administering Authority developed, the greater the burden which it also developed as a result of that knowledge.

## **II. POLITICAL ADVANCEMENT**

### **Outline of conditions and recommendations adopted by the Trusteeship Council**

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

##### *(a) General political structure*

21. The authority for the government of the Territory, the Papua and New Guinea Act 1949-1957, provides for its joint administration with the Territory

of Papua. Administrative headquarters are located at Port Moresby in Papua. The Administrator of the Territory is advised and assisted by an Executive Council consisting of not less than nine officers of the Territory appointed by, and holding office during the pleasure of, the Governor-General of the Commonwealth of Australia. Under the general direction of the Administrator, the administrative functions of government are discharged by fourteen departments. The Territory is divided into nine districts, each administered by a district commissioner, who is the Administrator's representative and, as chief executive officer, is responsible for general administration and the co-ordination of the activities of all departments within his district.

22. The Legislative Council of Papua and New Guinea is empowered to make ordinances for the peace, order and good government of the Territory. These do not have any force until assented to by the Administrator. Certain classes of ordinances may not be assented to by the Administrator, but must be reserved for the Governor-General's pleasure. Native local government councils are empowered to make rules for the peace, order and welfare of the indigenous people within the areas of their jurisdiction. District and town advisory councils may offer advice on matters affecting districts and towns.

23. At its twenty-sixth session, the Council adopted the following conclusions and recommendation:

*The Council, noting the absence of political organizations in the Territory, welcomes the assurance of the Administering Authority that this is not due to any restrictions imposed by it, and that in fact it is the policy of the Administering Authority to encourage the development of political awareness among the indigenous inhabitants. Considering that the people of the Territory are showing some political awareness and considerable organizing ability in the management of their affairs at the local government council level, where such councils exist, the Council urges the Administering Authority to do all it can to encourage the development of political organizations and a wider programme in all fields of political activity.*

#### (b) Legislative Council

24. The Legislative Council of Papua and New Guinea consists of the Administrator, sixteen official members, three elected members, three nominated members, three members representing Christian missions, and three indigenous members, of whom two are appointed from the Trust Territory. All members except the three elected members are appointed by the Governor-General on the nomination of the Administrator, and the latter exercises his powers of nomination to ensure that not less than five of the nine non-official, nominated members are residents of the Trust Territory.

25. The first group of indigenous observers, three from New Guinea and three from Papua, appointed to attend meetings of the Council concluded their period of attendance. An increased number are to be appointed to attend the next series of Council meetings. Observers arrive approximately a week before Council meetings in order to be informed about the Legislative Council and other institutions and aspects of central government. Before sittings, they are briefed on the matters to be discussed. During the proceedings, interpretations are made for their benefit and they are given a recapitulation of these at the end of each day.

26. At its twenty-fourth session, the Council expressed the hope that as a result of the proposed further review of the composition of the Legislative Council the indigenous membership would be increased. It hoped also that the Administering Authority would give careful and sympathetic consideration to the view of some sections of the indigenous population who stated to the Visiting Mission that they would prefer to elect their representatives to the Council.

27. In the report under review the Administering Authority stated that it was still examining the future of the Legislative Council to see what changes, if any, should be made in its composition, including increased indigenous membership, and in the appointment and election of members. It also stated that the view of indigenous persons concerning the election of their representatives would receive consideration during this examination.

28. At its twenty-sixth session, the Council was informed that various proposals for changes in the Legislative Council had been under close consideration for some time. It had not been possible, however, to reach final decisions on them on account of the controversies over taxation which centred on the Legislative Council and which culminated in a challenge in the Courts to the validity of the Council's existence. For this reason, the Administering Authority was unable, its representative stated, at the present to make precise statements and final decisions about the future of the Legislative Council.

29. At its twenty-six session, the Council adopted the following conclusions and recommendations:

*The Council recalls its previous recommendation on this subject, and regrets that the Administering Authority has not yet been able to increase indigenous membership in the Legislative Council. It recommends, once again, that indigenous participation should be broadened and that at this stage this participation should be elective. It considers that in respect of areas of the Territory where, for some special reasons, elections are not considered feasible at this stage, nominations should be made to reserved seats for the time being.*

*The Council notes that at present the indigenous inhabitants do not enjoy the right to vote in elections to the Legislative Council. It considers that this restriction should be removed and the right to vote with respect to elections to the Legislative Council should be extended at the next available opportunity to indigenous inhabitants of the Territory.*

*The Council notes that the Legislative Council still has a majority of official members. It considers that this majority should be progressively reduced and that popular representation, preferably elective representation, should be correspondingly increased. The Council questions the appropriateness of granting representation to religious missions as such in the Legislative Council and urges the Administering Authority to give special attention to the Council's view in this matter.*

#### (c) NATIVE LOCAL GOVERNMENT COUNCILS

30. By 30 June 1959, a total of eighteen local government councils had been established in the Territory, and the population covered by the council system has increased from 91,157 in 1958 to 119,532 in 1959. Councils are established on the basis of a defined area comprising a number of villages which to a large extent have common interests. The number of villages making up

a council area ranges from eighteen to eighty-six. The Administering Authority states that there is an optimum grouping of villages for the most effective working of local government. As councils mature and as people advance, this optimum may widen. At present the five Tolai councils of the Gazelle Peninsula have shown considerable initiative by holding quarterly combined meetings to decide matters of common interest to the Tolai people, but the time is not yet considered opportune for a formal political federation of these units.

31. At the conference of Native Local Government Councils held in June 1959, all eighteen councils were represented. This dealt with thirty-three agenda items suggested by the councils beforehand, and covered a wide field, which included health, education, land tenure, roads, council rules, law and order, council administration and marriage matters. The Administering Authority stated that the conference was marked by a high standard of debate and a steady flow of discussion, and that the delegates showed awareness and a broad appreciation of a great variety of subjects. The resolutions they adopted are now under consideration.

32. At its twenty-fourth session, the Council commended the Administering Authority for the continuing rapid expansion of the system of local government, and for calling an inter-district meeting of representatives from all local councils. It hoped that efforts to encourage the formation of area and regional councils would be continued.

33. In the report under review, the Administering Authority stated that it would continue to encourage co-operation between local government councils with a view to the eventual formation of wider political groupings on a regional basis. It also stated that any activity which appeared to disrupt or interfere with the legitimate functions of councils would be thoroughly investigated.

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

*The Council welcomes the establishment of three new local government councils during the year under review and notes the preliminary surveys being undertaken in several areas with a view to establishing more local government councils. Bearing in mind that the existing councils comprise only a small section of the population, and the successful functioning of the existing councils and the enthusiasm of the people for them, the Council recommends that the Administering Authority take energetic steps to establish councils in the rest of the Territory, to broaden the areas of their activity and to encourage them to exercise their powers to the fullest extent.*

*The Council welcomes the initiative shown by the five local councils in the Gazelle Peninsula in holding quarterly meetings to decide matters of common interest. It also notes with gratification the success of the recent conference of representatives from all councils at Madang, and hopes that this will lead to the holding of similar conferences at regular intervals. The Council hopes that the Administering Authority will give early effect to as many of the recommendations of these conferences as possible. It would welcome detailed reports on the deliberations of the conferences and on the action taken on their recommendations by the Administering Authority.*

*While endorsing the view of the Administering Authority that the best foundation for the political advancement of the indigenous people is through democratic forms of local government, the Council considers*

*that the political advancement of the inhabitants of the Territory should now be promoted at local, regional and Territorial levels simultaneously.*

#### (d) District and municipal government

35. District advisory councils and town advisory councils give residents an opportunity to express their views and offer advice to officers of the Administration on matters concerning districts and towns. At its twenty-fourth session, the Council, noting the continued efforts of the Administering Authority to foster a wider participation of the indigenous people in the political life of the Territory by further increasing the number of indigenous members in district advisory councils, considered that the grant of suitable representation to indigenous inhabitants on town advisory councils would be a useful step in this direction.

36. In the report under review, the Administering Authority stated that, in pursuance of its policy of fostering participation by the indigenous people in the political field, the number of indigenous members of district advisory Councils has been increased to seventeen and one indigene has been appointed to a town advisory council.

37. At its twenty-sixth session, the Council adopted the following conclusion and recommendation:

*The Council, noting that the few indigenous representatives on district and town advisory councils have given good account of themselves, reaffirms its view that increased indigenous representation on these bodies would be a useful step towards widening indigenous participation in the political life of the Territory. The Council, therefore, urges the Administering Authority to take all possible measures to increase rapidly indigenous representation on these councils.*

#### CONSULTATIONS WITH THE INHABITANTS IN REGARD TO MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT OR INDEPENDENCE

38. No specific consultations with the inhabitants concerning measures taken or contemplated towards self-government were reported during 1958-1959.

#### DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

39. Two non-official members of the Legislative Council are elected from the Trust Territory by secret ballot and in accordance with the preferential system by electors. All individuals who are not aliens or indigenous persons may qualify as electors if they have resided in the Territory for one year immediately preceding the date of their application for enrolment. All adult indigenous persons living in a local government council area are eligible to vote at the initial elections following the proclamation of a council. Subsequently, all persons who have paid their council tax or have been granted an exemption from the tax are entitled to vote at the election of council members.

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

40. The total number of classified positions and those filled in the Public Service of Papua and New Guinea for 1958 and 1959 were as follows:



	Classified positions		Occupied positions	
	1958	1959	1958	1959
Total number of positions ....	4,250	4,353	3,177	3,484
Positions in New Guinea ..			1,401	1,474
Positions in Papua .....			715	822
Positions at Administrative Headquarters .....			725	827
Unattached .....			336	361

41. At its twenty-fourth session, the Council noted the shortage of qualified personnel in the Territory, and that the efforts of the Administering Authority to remedy this through a more intensive and selective programme of recruitment, its cadetship system, and the Auxiliary Division of the Public Service, had not been able to cope with the increasing demand for the expansion of administrative services. It recommended that these efforts be intensified, and hoped that this would result in a significant increase in personnel in the near future. It also noted that the wastage rate in the service, particularly through the resignation of officers, was high, and hoped that the Administering Authority would continue to take adequate measures to remedy this.

42. In the report under review, the Administering Authority stated that it was aware of the need to maintain its efforts to provide sufficient competent personnel to cope with the increasing demand for the expansion of administrative services. Various forms of training within the Public Service continued to be pursued with the object of improving the qualifications and maintaining the efficiency of officers and overcoming recruitment difficulties in certain technical fields. Recruitment from Australia generally continued to improve both in numbers and in the quality of the applicants. Constant attention was being given to the recruitment of scarce categories of staff and special steps were being taken to improve the recruitment rate. It was watching closely the wastage rate in the Service through resignations, and while there had been some increase recently in the number of resignations it was expected that this will be only temporary. Recent changes resulting in improvements in officers' conditions of service, the Administering Authority considered, should assist in bringing about stability within the Service, and it proposed also to appoint a psychologist to the Public Service Commissioner's staff to study the particular personnel problems related to recruitment and wastage.

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

*The Council notes the statements of the Administering Authority that constant attention is being given to the recruitment of scarce categories of Public Service staff, such as teachers, qualified medical personnel and surveyors, that special steps are being taken to improve the recruitment rate, and that although there has been some increase recently in the number of resignations, the Administering Authority is watching closely the wastage rate, and has made improvements in the conditions of service which should assist in bringing about stability within the Public Service. It also notes the net increase in the number of personnel during the past year, but, keeping in view that nearly 1,500 positions in the Territory's Administration as yet remain unfilled, considers that the progress made to remedy the shortage of staff in the Trust Territory itself has been disappointing, particularly in the recruitment of indigenous civil servants.*

*The Council notes with satisfaction the programme for training indigenous inhabitants for higher posts in all branches of the civil service and urges that this be still further expanded and intensified since it offers the only satisfactory long-term solution to the staffing of the New Guinea public service. The Council lays particular stress on the importance of training indigenous personnel for higher grades in the administrative wing of the Public Service. The Council recommends that for this purpose the Administering Authority avail itself, as fully as possible, of the facilities provided by the United Nations for training in administration and related functions.*

*The Council welcomes once again the establishment of the Auxiliary Division and expresses the hope that service and training of indigenous inhabitants in this division will make for their promotion in adequate numbers into the higher echelon of the Public Service.*

## JUDICIARY

44. No changes were made in the judicial organization during the year under review. The Supreme Court of Papua and New Guinea is the highest judicial authority. Its seat is at Port Moresby, but its judges move on circuit throughout New Guinea as occasion arises. District Courts have criminal jurisdiction to try simple and non-indictable offences, and also exercise a limited civil jurisdiction. Courts for Native Affairs have jurisdiction over offences by indigenous persons against the Native Administration Regulations, and civil actions of any kind if all parties are indigenes. Wardens' Courts have jurisdiction over civil cases respecting mining.

45. Supreme Court judges are appointed by the Governor-General. The latter also appoints stipendiary magistrates. District Commissioners, district officers and assistant district officers are *ex officio* magistrates of Districts Courts and also members of Courts for Native Affairs. The Administrator may appoint any person to be a justice of the peace or a member of a Court for Native Affairs. A District Court is constituted by at least two justices of the peace, or a stipendiary magistrate, district commissioner, district officer or assistant district officer sitting alone. Courts for Native Affairs consist of one or more members.

46. At its twenty-fourth session, the Council noted that a committee established by the Administration to examine the question of the association of the indigenous inhabitants with the judicial system had recommended that indigenous assessors be appointed to sit with magistrates in the Courts for Native Affairs. In view of the requests made to the Visiting Mission for the establishment of indigenous courts, the Council expressed the hope that indigenous people, as a first step towards ensuring their fuller participation in the administration of justice, would soon be appointed as assessors as recommended by the committee established by the Administration to examine this question.

47. In the report under review, the Administering Authority stated that arrangements have been made for an eminent authority in jurisprudence to visit the Territory in 1960 to inquire into the existing system of the administration of justice and make suggestions for its improvement, having regard to the present and future requirements of the Territory. The Administering Authority stated that the recommendations of the Administration Committee would be taken into account. Although its policy was to ensure the progressive

participation of the indigenous people in the administration of justice, it felt that, as the inquiry might result in other and perhaps more suitable proposals for associating the indigenous people with the judicial system, the appointment of assessors should be held in abeyance until the investigations had been completed.

#### ADMINISTRATIVE UNION

48. The arrangement by which the Trust Territory is administered in administrative union with the adjoining Australian Territory of Papua has been explained at length in previous reports of the Trusteeship Council to the General Assembly.

49. At its twenty-sixth session, the Council, after receiving from its Standing Committee on Administrative Unions a report<sup>1</sup> on the Committee's further examination of this arrangement, adopted the following conclusions:

*The Trusteeship Council notes that no significant changes affecting the legal status of New Guinea or in the relations existing between the Trust Territory and the neighbouring Territory of Papua have occurred since the adoption of the last report of the Standing Committee on Administrative Unions (T/L.925/Add.1).*

*The Council welcomes the statement of the Administering Authority that the Council's recommendations regarding the decentralization of administration and the vesting of district commissioners with broader powers are being taken into account in the review of administrative arrangements which is currently being made.*

*The Council notes that the Legislative Council of Papua and New Guinea held three meetings during the year under review and that all three meetings were held in Port Moresby. Noting also the view of the Administering Authority that the holding of some meetings of the Legislative Council in the Trust Territory would involve much administrative difficulty and expense, and would at present be of practically negligible value in developing the population's interest in public affairs, the Council hopes that the difficulties in the way of holding some future meetings of the Legislative Council in the Trust Territory will not prove insurmountable and that the Administering Authority will bear in mind this suggestion as a means of developing greater interest in public affairs among the indigenous population.*

*The Council notes the statement of the Administering Authority that the safeguards provided for in its previous resolution 293 (VII) are being effectively applied in the Trust Territory, and trusts that these safeguards will continue to be steadfastly upheld.*

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

##### GENERAL

50. The representative of the United Arab Republic noted with concern the non-existence of political organizations in the Territory. He believed that the Administering Authority should intensify its efforts in this direction, and expressed the hope that the relevant chapter in the next annual report would not only contain some encouraging data but would not appear in the form in which it appeared this year.

<sup>1</sup> T/L.983.

51. The representative of France hoped that the Administering Authority would succeed in arousing a more lively interest on the part of the population whose political awakening was still very slow.

52. The representative of China was glad to learn that a fundamental review of the structure and the functioning of the Department of Native Affairs has been in progress. He hoped that adjustments would be made to suit the changing conditions in the Territory, and suggested that the functions now assumed by the Department of Native Affairs should become an integral part of the duties of the Administrator.

53. The representative of the Union of Soviet Socialist Republics stated that the almost complete lack of any progress in the political field was the result of the fact that the Administering Authority had, up to now, been carrying out in New Guinea a typical colonial policy, relegating to oblivion the requirements of the Charter and those of the Trusteeship Agreement. The concrete manifestation of this policy was the continued union, in fact the complete merger, of the Trust Territory of New Guinea with the neighbouring Australian colony of Papua. He considered the Council should recommend to the Administering Authority the adoption of a separate Organic Act for the Trust Territory in full keeping with the provisions of the Charter of the United Nations and the Trusteeship Agreement, and the setting up within the Trust Territory of separate legislative, executive and judicial organs which would not depend upon the corresponding organs of the neighbouring Australian colony.

54. The representative of Paraguay regretted the lack of political awareness in the Territory.

#### LEGISLATIVE COUNCIL

55. The representative of the United Arab Republic expressed satisfaction concerning the steady but rather slow political progress in general. He reiterated the hope that an increasing number of indigenous people would be trained in parliamentary practice and procedure and that, as a first step, the Australian Government would increase the number of indigenous persons attached to its delegation to the United Nations.

56. The representative of India observed that the existing Legislative Council could be regarded only as representative of the interests of the Administration, the Australian and other European communities, and a small group of alien missionaries. He emphasized that it was not possible to justify the Administration's hesitation in granting the indigenous population appropriate elective representation on the Legislative Council.

57. The representative of China pointed out the urgency of an early and wise decision on the question of indigenous membership of the Legislative Councils.

58. The representative of the United States of America hoped that the Administering Authority would find new ways of making the Legislative Council a training ground for the future leaders of New Guinea.

59. The representative of the United Kingdom hoped that, when the litigation was completed and subject to whatever decision was reached, questions relating to the development of the Legislative Council would be fully considered by the Administering Authority and, further, that early progress could be made towards giving this body a more representative character.

60. The representative of the USSR stated that the Administering Authority was not carrying out the recommendation of the Trusteeship Council regarding the broadening of the participation of the indigenous inhabitants in the Legislative Council. The situation had not changed, and there was absolutely no plan to make any changes. The appointment of the three so-called observers from among the indigenous inhabitants was not even a partial solution of the problem, since these observers had even fewer rights than the powerless members of the Legislative Council recruited from among the indigenous inhabitants.

61. The special representative of the Administering Authority stated that the future of the Legislative Council including representation of the indigenous people was receiving the closest attention in circumstances of which the Trusteeship Council was aware.

#### NATIVE LOCAL GOVERNMENT COUNCILS

62. The representative of the United Arab Republic was confident that the Administering Authority would continue its efforts in the promotion of local government.

63. The representative of India felt that the local government councils had done exceedingly useful work and urged that the initiative of the people needed to be stimulated further and to be given all possible recognition and encouragement. But he added that the Administration's policy regarding the development of area or regional councils was one of undue caution and conservatism.

64. The representative of China noted with satisfaction that four new councils had been created. He also pointed out that the Administering Authority, by encouraging consultation and co-operation between the local government councils on matters of common interest, would increase the people's participation in the political life of the Territory.

65. The representative of New Zealand noted that local government councils were performing a valuable educational function, and had a great potential significance, some of which had already been realized by the holding of a conference last June.

66. The representative of Burma considered that in areas where the people would have difficulty in supporting a local government council financially, the Administration should render financial aid in the initial stages. He was disappointed to learn that the plan for the development of representative regional councils had been more or less dropped. He hoped that at its next session the Council would obtain further elucidation concerning them.

67. The representative of Italy considered that in New Guinea democracy could only be a hope for the future, and he agreed with the Administering Authority that it should begin from the bottom up rather than from the top down.

68. The representative of the United Kingdom considered that conferences of local government councils had a great contribution to make in encouraging a territorial consciousness and the growth of a sense of nationhood.

69. The representative of the Union of Soviet Socialist Republics wondered if the establishment of local government councils could be considered as political progress since the councils had only purely consultative status and functions. He stated that they were being set up at such a snail's pace that it was not known when

the Administering Authority intended to complete this very limited measure. He observed that there was only one indigenous inhabitant on the town councils and that the overwhelming majority of regional councils consisted of Europeans.

70. The representative of Belgium felt that the encouragement given to councils and to conferences of councils showed that the Administering Authority was building, on a local and regional basis, solid foundations for a new nation.

71. The representative of Paraguay was pleased to note that there were now 500 local government councillors.

72. The special representative of the Administering Authority stated that three new councils representing 148 villages with a population of 21,609 were proclaimed during the year, bringing the total to eighteen councils representing 697 villages with a population of 119,532. He sounded a note of warning regarding the necessity for preparing peoples and areas for local government development. A long slow period of examination, explanation, and education was necessary before a council could even begin to take form. It was the considered view of the Australian Government that the best foundation which can be laid for the political advancement of the indigenous people was through local government. The development of this system would result in a peak in which responsible well-informed and experienced people would ultimately go about the great tasks of government in the most responsible fashion.

#### PUBLIC SERVICE

73. The representative of India welcomed the net increase in the public service but felt that, on the whole, the additions to that wing of the public service which serves the Trust Territory were insignificant. With the creation of the auxiliary division of the service, to be manned exclusively by indigenous people, he pointed out, it was absolutely necessary to provide suitable training facilities.

74. The representative of New Zealand noted, concerning efforts to increase the number of indigenous officers in the public service, that, while progress was fairly slow, and statistics continued to be rather disappointing, a more immediate problem continued to be the maintenance of the public service at full strength. He was confident that the Administering Authority would continue to tackle this problem with imagination and foresight.

75. The representative of Burma hoped that the Administering Authority would bear in mind the concern felt by the Council over the uncertainty of the numerical strength of the New Guineans serving in the public service of the Territory of Papua and New Guinea. He felt that the wastage rate was high and suggested that the efficiency of the public service could be enhanced by such means as co-ordination between departments and by decentralization.

76. The representative of China suggested that to overcome the difficulties in recruiting sufficient staff, the Administering Authority might consider recruiting suitably qualified officers from countries other than Australia.

77. In the field of training of New Guineans for higher positions in the civil service, the representative of the United Kingdom was encouraged by the plans for developing an agricultural college and by the schemes

for forestry, co-operatives and medical training. He hoped that before too long it might be possible to find some New Guineans who could go to the School of Pacific Administration in Australia.

78. The special representative of the Administering Authority stated that the number of officers in the Papua and New Guinea Public Service had increased by 307 during the year, that an additional 305 officers had been recruited during the nine-month period ended 31 March 1960, and that 136 cadets were in training at the beginning of 1960.

### III. ECONOMIC ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### GENERAL

79. The economy of the Territory is based on primary production. Agriculture is an expanding industry, and a sizeable industry based on the Territory's extensive timber resources is developing. Manufacturing industries are beginning to assume some importance but are confined largely to the processing of coconut products and timber. Economic policy is directed to developing the resources of the Territory in order to sustain a rising standard of living for the whole population, and to encourage all sections of the community to play their part in that development. As noted by the last Visiting Mission, the Administering Authority decided during the year under review to give great emphasis to the development of indigenous agriculture as this would have to provide the means of sustaining the increasing number of people with higher standards of living and form the basis of an economy which would be capable of supporting all the social services the Territory would need.

80. During the year under review, the value of imports rose from £11,452,012 to £11,818,592 while exports rose from £9,628,048 to £12,691,877. Copra remained the chief export and, although the amount exported declined by 9,270 tons to 49,328 tons, the value increased by £777,461 to £4,451,148. The amount of coconut oil increased by 6,739 tons to 21,541 tons and the value by £1,281,354 to £2,754,351. Exports of cocoa increased by 1,638 tons to 4,182 tons and the value by £653,939 to £1,468,572. Plywood production decreased by approximately 1 million square feet to 25 million square feet, but the value rose slightly to £1,027,749. The amount of coffee exported rose by 571 tons to 950 tons while the value rose by £226,075 to £448,869. Exports of peanuts and passion fruit increased both in quantity and value, but gold continued to decline.

81. Research work is being carried out by the Commonwealth Scientific and Industrial Research Organization (CSIRO) and by the Territorial departments to determine the extent of resources and appropriate patterns of development. During the year under review, a CSIRO team carried out a survey of the lower Ramu Valley and the mouth of the Sepik River. Field work on the survey of the inland plains of the Sepia District and a preliminary survey of the Wahgi Valley were completed. On the basis of this and other research and experimental work, economic plans and programmes of various kinds had been drawn up and were being implemented. In agriculture, these were action plans for

particular commodities and programmes for the development of indigenous agriculture in the various districts. Plans in other fields of economic activity, in livestock, fisheries, and forests, had been worked out and were also being implemented.

82. At its twenty-fourth session, the Council commended the Administering Authority for its efforts to improve the basic economic framework and hoped that the change of emphasis in general policy towards quickening the economic advancement of the indigenous people would make possible an acceleration of the rate of progress. Recalling its previous recommendations concerning long-term economic planning and noting the views of the Visiting Mission concerning the absence of comprehensive and integrated development planning, it urged the Administering Authority to prepare such plans as soon as possible and to secure the additional funds necessary for their implementation. It also endorsed the views of the Visiting Mission that in order to accelerate the rate of progress the Administering Authority might also seek financial and expert assistance from the specialized agencies of the United Nations and other international bodies.

83. In the report under review, the Administering Authority stated that it had noted the Council's views in relation to the economic advancement of the indigenous people of the Territory, and that it would continue to seek such aid from the specialized agencies of the United Nations and other international bodies as it considered necessary to supplement its own efforts in this field.

84. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council notes with satisfaction the measure of progress achieved in the economic field, particularly in production for export.*

*The Council, noting that the great majority of the indigenous inhabitants are still engaged in a subsistence economy and that there is little industry in the Territory, recommends to the Administering Authority that it formulate a comprehensive plan for the integrated development of the economy with special emphasis on the interests of the indigenous population, on the basis of the resources, potentialities and needs of the Territory, in order to expedite economic advancement and raise appreciably the level of living of the indigenous population.*

*In view of the highly under-developed nature of the Territory's economy and the ever-increasing need for technical and financial resources to accelerate the pace of its development, the Council reiterates the view that the Administering Authority should seek financial and technical assistance from the specialized agencies of the United Nations and other international bodies.*

#### PUBLIC FINANCE: DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

85. The non-repayable grant from the Administering Authority to the Territory increased in 1958-1959 by £517,552 to £6,706,373. In addition, the Administering Authority spent approximately £1,000,000 in 1958-1959 on essential works and services, including aviation, for which the Territorial administration is not responsible. Internally raised revenue increased by £629,347 to £3,555,373 in 1958-1959. This revenue was derived principally from customs duties which this year amounted to £2,415,514. Personal tax collections amounted to £113,106.

86. At its twenty-fourth session, the Council noted with satisfaction the continuing increase in the amount of the grant made by the Administering Authority to the Territory. It also noted that income tax legislation had been passed and awaited further information concerning the reorganization of the system of taxation which it hoped would place the finances on a sounder basis both in relation to the needs of the Territory and in terms of the equitable incidence of taxation of the different sections of the population.

87. At its twenty-sixth session, the Council was informed that the Income Tax Ordinance 1959 came into force on 1 August 1959, and applies to income derived after 30 June 1959. The Administering Authority stated that the primary purpose of the income tax was not to increase the total burden of taxation but to redistribute it in a more equitable manner among individual taxpayers and industries and to provide inducements towards the development of mining and agriculture. It felt that the Territory could not rely indefinitely for its revenue upon a sectional tax levied on primary producers' exports or upon import customs tariffs which increased both production costs and living costs. The introduction of an income tax had made it possible to abolish export duties on copra, cocoa, rubber and marine shell. It also permitted a reduction in import duties on items needed for economic development and on certain commodities that enter especially into the basic costs of living.

88. Most indigenous persons, the Administering Authority stated, would pay no income tax owing to the liberal concessional deductions and the statutory exemption from taxation of incomes of less than £105 per annum. A personal allowance of £286 and the statutory exemption would permit an individual to earn as much as £390 before being liable to tax, and a married man would have the benefit of a further deduction of £230 in respect of his wife and £130 for each dependent child. Indigenous persons would still be liable, however, for the personal tax under the Personal Tax Ordinance. This tax would be allowed as an offset against any income tax liability, and would be raised almost wholly from the indigenous population. At this stage of development, the Administering Authority felt that the personal tax represents an appropriate contribution by indigenous persons.

89. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council welcomes the substantial increase in the Territory's internal revenue in the year under review. It also notes with satisfaction that the Administering Authority has again made a substantial contribution to the Territorial budget in the form of a non-repayable grant. The Council notes that export duties have been abolished and income tax has been introduced in the Territory in their place. The Council hopes that this abolition of export duties will not result in a decrease in internal revenues and that, in order to guard against this, the Administering Authority will actively explore all other possible sources of revenue, including the levy of heavier duties on non-essential imports.*

*The Council notes with satisfaction the introduction of a graduated income tax. It considers that the system of personal taxation in force in the Territory is unsatisfactory, and recommends that, as a plank in its tax reform programme, the Administering Authority should actively consider the elimination of the personal tax and*

*the extension of modern forms of taxation related to the incomes of inhabitants.*

#### AGRICULTURE

90. The major objects of the agricultural development programme for the Territory are: to improve indigenous agricultural methods so as to increase production and the nutritional level of the people; to increase the production of commodities such as rice and other foodstuffs presently being imported; and to increase production of certain crops for export. The programme is being implemented principally through the Department of Agriculture, Stock and Fisheries, and there is a special section, the Extension Division, which directs its attention to indigenous producers. A Territory-wide survey of the status of indigenous agriculture, now nearing completion, will form the basis for a constant review of indigenous farming.

91. During the year ending 30 June 1959, further increases in production by indigenous growers were reported. Approximately 5,000 acres of new coconut plantings were recorded and copra production rose from 16,000 tons to 20,000 tons. Plantings of cacao rose from 10,000 acres to 16,000 acres and production increased from 700 tons to 1,200 tons. The number of registered indigenous growers rose from 2,913 to 3,617. Coffee plantings increased from 4,100 acres to 5,300 acres and production rose from 100 tons to 330 tons. Indigenous farmers produced 560 tons of peanuts for export and it was estimated that at least an equal quantity was used for subsistence. Passion fruit production rose from 535 tons to 830 tons. Production of truck crops remained at 12,000 tons. Rice production, which declined from 750 tons to 470 tons, was stated to be going out of favour owing to the more attractive returns from other cash crops.

92. At its twenty-fourth session, the Council commended the Administering Authority for its improvement of indigenous agriculture. It believed however that much remained to be done and urged the Administering Authority to intensify its efforts in this field, particularly in the extension work of the Department of Agriculture. It noted with satisfaction the training programmes established to assist the indigenous people to obtain positions of responsibility in the Department of Agriculture and welcomed the decision to establish an agricultural college in the Territory.

93. In the report under review, the Administering Authority drew attention to the emphasis it placed on the activities of the Extension Division. The staff of the Division now included fifty-six European officers, four trained auxiliary Division officers, and 246 trained indigenous assistants. Regular patrolling and village contact activities were increased during the year under review and facilities for training at extension stations and centres were improved. The Division's officers continued to furnish assistance and advice to Rural Progress societies, co-operative societies, and local government bodies on production and marketing of produce.

94. At its twenty-sixth session, the Council was informed that a survey of indigenous subsistence agriculture in the Territory was planned to commence in September 1960. The survey will form part of the world-wide agricultural census sponsored by the Food and Agriculture Organization of the United Nations. The Bureau of Census and Statistics of the Commonwealth of Australia, the Territory Bureau of Statistics and the Department of Agriculture, Stock and Fisheries have



joined forces in organizing the survey, which it is anticipated will take about twelve months to complete. A sampling system, which has been based on successful overseas surveys, is at present being given a preliminary test.

95. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council commends the Administering Authority for the progress achieved during the year under review in the field of agriculture, particularly in the introduction of new crops and in the development of cash crops.*

*It notes with satisfaction the substantial increases in the production of cash crops, such as copra, cacao, coffee and passion fruit, which, combined with the higher prices they commanded, resulted during the year under review in a surplus of exports over imports.*

*The Council notes with interest the Administering Authority's plans to expand further the activities of the Extension Division of the Department of Agriculture and hopes that the implementation of these plans will result in a faster rate of progress in the field of agricultural development.*

*The Council notes that the participation of the indigenous inhabitants in the production of copra, and in industrial activity of a primary character based on copra, is now well advanced and that, in fact, the indigenous cultivators account for substantial quantities of the copra produced in the Territory. It notes that, while European producers have three representatives on the Copra Marketing Board which consists of five members, indigenous producers have none. The Council stresses the importance of associating indigenous inhabitants with bodies responsible for agricultural production and marketing and recommends that the Administering Authority provide for adequate indigenous representation on the Copra Marketing Board without delay.*

*The Council considers that the establishment of stabilization funds for cacao and coffee may help reduce the adverse effects of price fluctuations on the production of these crops for export, and commends to the Administering Authority the desirability of setting up such funds.*

#### LAND

96. New Guinea has a total area of 59,520,000 acres, of which, at 30 June 1959, 58,115,154 acres were classified as indigenously owned, a decrease of 7,669 acres as compared with the figures for the previous year. Land held under freehold titles amounted to 518,485 acres, these grants originally having been made before the First World War. The remainder, 886,361 acres, is classified as Administration land. Of this, land on lease increased by 8,988 acres to 320,235 acres, 2,081 acres being held by indigenous persons. Native Reserves stood at 26,936 acres and land held by the Administration as public reserves or available for leasing decreased by 1,319 acres, to 539,190 acres. New leases granted during the year under review amounted to 10,788 acres. Indigenously owned land may not be alienated except to the Administration, which may buy land only after establishing that the owners are willing to sell and that the land will not be needed by the indigenous people in the foreseeable future. It may also acquire land by proclamation after establishing that it is ownerless. The land ordinance makes provision for the granting of land in fee simple, but it is the policy of the Administration to grant only leasehold tenures.

97. At its twenty-fourth session, the Council welcomed the Administering Authority's assurance that steps were being taken in the form of resettlement projects to alleviate land shortages in some of the more heavily populated areas, but recommended that the Administering Authority should give greater urgency to the problem of population pressure or land shortages and attack it more vigorously. It felt that the Administering Authority would be well advised to profit from the experience and assistance of others who had already dealt with the problem of the introduction of a cash crop economy and the change from customary tenure to individual land holdings.

98. In the report under review, the Administering Authority stated that it would give full consideration to the observations made by the Council. It stated that agricultural surveys were being conducted in some of the more heavily populated areas in which a land shortage was developing, and investigations were being made into the availability of suitable resettlement lands. During the year, a preliminary survey of the Wahgi Valley was completed. This would provide valuable information for the intensive base survey being carried out by the Soil Survey Section of the Department of Agriculture. This base survey, when completed, would provide a sound basis for the economic utilization of the whole area and would indicate the possibilities for resettlement of population from other areas in the highlands. The Administering Authority also stated that the question of land tenure was receiving close attention and that the methods adopted in other parts of the world to solve similar problems had been under study. It assured the Council that it was giving these matters a high priority and would take whatever steps were necessary not only to protect the indigenous peoples' interests, but to ensure suitable conditions for their future economic development.

99. At its twenty-sixth session, the Council was informed that after a close study, over a considerable period of time, of customary systems of indigenous land holding and problems involved in their reform, a number of broad principles had been laid down as a basis of policy. These, described as a most important decision in regard to land tenure in the Territory, are the following:

(a) The ultimate and long-term objective is to introduce throughout the Territory a single system of land-holding regulated by the Territorial Government by statute, administered by the Department of Lands of the Territorial Government, and providing for secure individual registered titles after the pattern of the Australian system.

(b) Only the Territorial Government (i.e., the Administration working through the Department of Lands and the Registrar of Titles) may issue and register land titles.

(c) Land subject to native custom remains subject to native custom only until it is taken out of custom either by acquisition by the Administration or by a process, to be provided for by ordinance of the Territory, of conversion of title to an individual registered title.

(d) Upon either acquisition or conversion of title, compensation is to be provided in respect of extinction of rights under native custom.

(e) Land held under native custom may not be acquired outside of native custom by other than the Administration.



(f) For the time being, land may not be acquired by the Administration unless the indigenous owners are willing to sell and in the opinion of the Administration the land is not required by them; and conversion of title from native custom to individual registered title may take place only if the majority of those interested in the land under native custom consent to conversion and the method of conversion.

(g) The services of Native Land Commissioners are to be used as a first priority on investigations into claims by the Administration that land is ownerless and may therefore be declared Administration land; on investigation into the native custom of land proposed to be acquired by the Administration; on settlement of disputes about the ownership of land held under native custom, and, when legislative provision has been made, on investigations into the rights held under native custom in land proposed to be converted to individual-registered title. The aim is that all the time of the Commissioners should be taken up with this work. To the extent that at any time it is not, the Commissioners should continue investigations into the holding of land under native custom; the results of such investigations are to be recorded for use in connexion with future acquisitions or conversions of title, but are no longer to be registered.

100. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council welcomes the outline of principles of the Administering Authority's policy concerning the reform of indigenous land tenure in the Territory, and looks forward to receiving information on the more detailed proposals which the Administering Authority intends to prepare in order to give effect to these principles.*

*Bearing in mind the vital importance to the Territory's indigenous inhabitants of all matters relating to land settlement and development, the Council considers it important and appropriate that there be adequate indigenous representation on the Land Development Board, which advises the Administration on the availability of land and the purposes for which it should be used. The Council is confident that the Administering Authority will take urgent steps to bring this about in order to ensure popular support for its land policy, and to this end considers that steps should be taken to associate the indigenous inhabitants in discussions of land policy at district and local government council levels as well as at the centre.*

*The Council recalls that at its twenty-fourth session it noted that a shortage of land, due to the expanding needs of indigenous agriculture, was developing in some of the more heavily populated areas and notes that, at the present session, the Council has had no new information which would call for a modification of that view. The Council also recalls the view of the 1959 Visiting Mission that the scope of resettlement projects, which the Administering Authority was then undertaking to alleviate the situation, was not going to make an important contribution towards relieving population pressure or land shortages. It notes that the Administering Authority has begun further resettlement projects in the Gazelle Peninsula and in the Chimbu and Maprik areas. The Council notes further the statement by the Administering Authority that there is no shortage of land in the Territory for subsistence agriculture. It considers, however, that it would be unrealistic to estimate the present or future land needs of the Territory's inhabitants*

*on the basis of subsistence agriculture alone, especially when it is, appropriately, the policy of the Administering Authority to encourage cash-crop agriculture. The Council notes that the separate surveys of a limited scope which have been carried out in certain areas for development are taking into account population increases, the requirements of cash cropping, and in some areas the requirements of industrial development and of subsistence agriculture.*

*While noting that during the year under review some 8,000 acres of land were given out in new leases to non-indigenous persons, the Council wishes to impress upon the Administering Authority the need for special caution in the matter of the acquisition of land and in the leasing thereof to non-indigenous persons in order to ensure that present and future needs and interests of the indigenous people are not in any way jeopardized.*

*The Council considers that in view of the growing needs of an increasing indigenous population the Administering Authority should consider reducing the maximum period of ninety-nine years for which it usually grants agricultural leases and the Administering Authority should further ensure that the leases thus granted do not tend to become leases in perpetuity.*

#### INDUSTRY

101. At its twenty-fourth session, the Council noted the comparative absence of industry or of plans for industrial development and urged the Administering Authority to give active consideration to the establishment of small-scale, cottage and secondary industries based on the Territory's produce as a measure towards the diversification of the economy. The Council considered that special attention needed to be given to sugar-cane production and to the establishment of a sugar industry in the Territory.

102. In the report under review, the Administering Authority stated that it has given consideration to sugar-cane production and the establishment of a sugar industry in the Territory. Although the climate and soil conditions are favourable, the extent of local consumption and of the world market opportunities are not, at this stage, favourable enough to justify developing the industry.

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

*The Council, recalling its recommendations of the twenty-fourth session concerning the comparative absence of industry or of plans for industrial development in the Territory, again urges the Administering Authority to give active consideration to the establishment of secondary industries based on local produce in order to diversify the Territory's economy.*

*In this connexion, the Council recommends that the Administering Authority consider establishing a division in the Territorial Government charged with the task of promoting industrial development on a planned basis.*

*The Council, noting that new fishing reserves have been located, expresses the hope that urgent steps will be taken to exploit them both for domestic consumption and for export purposes, and thus enable the Territory to reduce present imports of fish and to add to the scope of its industry.*

*The Council, recalling its recommendation of the twenty-fourth session that special attention needs to be given to sugar-cane production and to the establishment of a sugar industry in the Territory, notes the statement*

of the Administering Authority that, although the climate and soil conditions are favourable to the production of sugar, the extent of local consumption and of the world market opportunities are not at this stage favourable enough to justify developing the industry. Noting at the same time that the Territory imports, at present, about half a million dollars worth of sugar and sugar products annually and the comparative absence of industry in the Territory, the Council requests the Administering Authority to give further consideration to this matter with a view to making a beginning with the production of sugar for internal consumption as soon as it is economically feasible.

#### TRANSPORT AND COMMUNICATIONS

104. The terrain and climate make the construction and maintenance of roads and bridges extremely difficult. Nevertheless, as road transport provides the main alternative to air transport, the Administering Authority believes that the development of a satisfactory road system is fundamental to the economic progress of the Territory. In the year under review, the total length of vehicular roads increased from 4,400 miles to 4,462 miles, while expenditure increased from £564,152 to £577,770. The principal works undertaken during the year were the maintenance and development of roads in and near Lae and Rabaul and bridge construction in various areas.

105. At its twenty-sixth session, the Council adopted the following conclusion and recommendation:

*The Council, while appreciating the difficulties and the expense which road-building in the Territory entails, considers that progress in the construction of new roads is too slow to meet the needs of the Territory. It suggests that the Administering Authority should give greater attention to road construction and should draw up a carefully considered, phased programme of construction, taking into account the assistance of local voluntary labour and local materials wherever possible.*

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

##### GENERAL

106. The representative of the United Arab Republic considered that the Administering Authority should be commended for the marked increase in the exports of copra, which he hoped would continue in the years to come and would constitute a stable export item.

107. The representative of India emphasized the need for associating the inhabitants of the Territory in the work of bodies responsible for agricultural production and development.

108. The representative of New Zealand welcomed the solid progress being made by the Administering Authority in New Guinea in the economic sphere, and particularly in agriculture.

109. In the economic field, the representative of France noted regular progress, in spite of difficulties.

110. The representative of Burma expressed his appreciation for the work of the extension teams and welcomed the increase in the production of copra by indigenous growers.

111. The representative of Italy believed that planning appeared to be necessary in the economic field in order to enable New Guinea to meet its needs as an emerging country.

112. In the economic field, the representative of Bolivia could not as yet see even a distant date when the Territory would become self-sufficient.

113. The representative of China invited the Administering Authority to consider the advisability of setting up stabilization funds for cocoa and coffee. He hoped that, if they were, adequate representation of indigenous interests would be given in their management. He also wished to support the view expressed by the last two visiting missions to the Territory that the needs for economic development were so great that further assistance might be sought from the International Bank for Reconstruction and Development and other international bodies.

114. The representative of the Union of Soviet Socialist Republics stated that the economic situation in the Trust Territory still remained very difficult and all key positions in the economy were held by the Australians. He recalled the statement of the Visiting Mission to the effect that the broad masses of the population of New Guinea were openly expressing their dissatisfaction with the policy of the Administering Authority. The overwhelming majority of the indigenous inhabitants continued to live in dire poverty. The primitive natural economy was hardly enough to maintain a tolerable standard of living in the majority of regions of the Territory. He further stated that the Administering Authority must draw up a concrete plan, which would be backed by suitable funds, materials and personnel so as to provide for the economic development of the Trust Territory in the interests of its indigenous inhabitants and not in the interests of the metropolitan power and foreign companies. The Territory's economy was not being developed in the interests of the indigenous inhabitants. The Administering Authority was developing only those branches of agriculture and paying attention to those enterprises of the extracting industry which ensured the requirements of the metropolitan power in terms of raw materials.

115. The representative of Paraguay was pleased to note the progress made in the field of economic development.

116. The special representative of the Administering Authority stated that the steady improvement in the economic position had continued. Exports, which had exceeded imports, had increased by 32 per cent to £12,691,877. Imports had increased 3.2 per cent to £11,818,592. The Administration had given every assistance to indigenous farmers and cash crops produced by them, including copra, cocoa, coffee, had rapidly expanded.

##### PUBLIC FINANCE

117. The representative of the United Arab Republic noted with satisfaction the increase in the annual grant of the Administering Authority, and hoped that this tendency would be continued in the future.

118. The representative of India found especially noteworthy that to cover the increasing needs of the Territory, the Administering Authority had generously increased its non-repayable grant by a further £517,552 to a little over £6 million in the year under review. But he urged that the outmoded and obsolete system of personal tax should be abolished in favour of a more modern form of taxation.

119. The representative of China believed that direct taxation was a fair system which would provide a sounder and more flexible basis for budgetary purposes.

120. The representative of New Zealand believed that the Council would wish to congratulate the Administering Authority upon the introduction of direct taxation.

121. The representative of France stated that, in its wisdom, the Australian Administration had provided for a new taxation at a basic discount which would protect the indigenous inhabitant.

122. The representative of Italy considered that the introduction and consolidation of a taxation system was an important factor which should be credited to the Administering Authority, and this policy should be continued and strengthened.

123. The representative of the USSR stated that the already difficult situation of the indigenous population was worsened as a result of the unfair tax policy which was being carried out by the Administering Authority in New Guinea. He considered that the Administering Authority should revise its tax policy in order to rescind the per capita tax and to distribute the taxation burden in an equitable manner by taxing the Australian and other foreign companies which were operating in the Trust Territory, and by introducing a system of progressive income taxation.

#### AGRICULTURE

124. The representative of the United Arab Republic was satisfied with the assurances given by the Administering Authority that there seemed to be no shortage of land for subsistence purposes.

125. The representative of India commended the Administering Authority for its continued attention to the diversification of agricultural produce and hoped that experiments with new crops would yield good results. He pointed out, however, that there was considerable scope for development in the field of processing agricultural produce.

126. The representative of New Zealand believed that the Council would be very interested to learn in due course the outcome of the Territory-wide survey of indigenous agriculture which was to commence in September, and which formed part of a world-wide project of FAO.

127. The representative of Burma stated that he continued to attach considerable importance to the collection of basic data about the Territory's resources and awaited with keen interest the results of investigations conducted by CSIRO, particularly in the Sepik District.

128. The representative of the United States of America believed that the programme of agricultural patrols was in keeping with the needs of the local situation and was gratified to learn that the Administering Authority planned to increase considerably the number of patrols.

129. The representative of China stated that as agriculture would remain in the future the mainstay of the economy of the Territory, every favourable condition should be created to foster its developments.

130. The representative of Belgium believed that the new steps to improve indigenous crops and the

work of the Extension Division of the Department of Agriculture showed that the Administering Authority was concerned with promoting production for export which could stimulate the development of industry.

131. The representative of the USSR stated that, in spite of the fact that the Trust Territory had all the necessary conditions for the production of the required amount of crops to satisfy all the needs of the population, the Trust Territory continued to import many foodstuffs from the metropolitan power. During the period under review, imports of foodstuffs from Australia had increased and had amounted to more than £3 million sterling or 25 per cent of the whole imports of the Trust Territory.

132. The special representative of the Administering Authority stated that the advancement of indigenous agriculture, not only for the purpose of improving food supplies and bringing about a more efficient use of village land, but also for the increased production of economic crops for sale, had been given a high priority by the Administering Authority.

#### LAND

133. The representative of India considered that the present rate of leasing land to foreigners was much too high, and that it seemed imperative that further alienation of land on leasehold, or on any other basis, must cease at once.

134. He believed that the appointment of one or two indigenous members to the Land Development Board would give them an adequate voice in the Administration's decisions concerning land settlement and development and would help to allay their fears and concern with regard to land shortages. He hoped that the Administering Authority would give this suggestion urgent and sympathetic consideration.

135. The representative of France stated that radically to transform the indigenous concepts in the land question and adapt them to modern life was the work of a Sisyphus. He nevertheless hoped that Australia, which had given birth to a remarkable registration system, would know how to solve constructively the special problems in the Trust Territory. There was no doubt that indigenous inhabitants would benefit from these programmes.

136. The representative of Burma appreciated the efforts made by the Administering Authority to solve the problems relating to the reform of the existing system of land tenure, but he was not prepared to accept the (latter's) view that there was no shortage of land in the Trust Territory. He strongly recommended that the Administering Authority appoint immediately one or two indigenous inhabitants to the Land Development Board.

137. The representative of the United States considered that the acquisition of land by the Administering Authority to prepare for the future of the people of New Guinea was a responsible step. He was confident that the disposition of this land by lease would be carried out in a careful and farsighted manner. Concessions granted to non-indigenous groups should reflect the fact that the world was changing at a rapid rate.

138. In the opinion of the representative of Bolivia, the suggestion that the municipal councils be given title over unregistered land might indeed accelerate the solution of the problem of land tenure.

139. The representative of China hoped to learn at an early date the Administering Authority's proposals for implementing its basic principles in regard to land tenure.

140. The representative of the United Kingdom agreed with the representative of India in attaching importance to safeguarding the present and future interests of the inhabitants and looking after their rights, but he did not think that the Trusteeship Agreement intended there to be no alienation. Some alienation, representing the interest and the wishes of the people, might be valuable if it was properly controlled in accordance with the proper policy.

141. The special representative of the Administering Authority, supporting the assessment made of the Territory's land policy by the representative of the United Kingdom, emphasized that the Administering Authority was proceeding judicially and scientifically and in full awareness of the importance of the matter to its own administration and to the people for whom it was responsible.

142. He stated that his reference to land for "subsistence" had not implied that the Administering Authority had not been working most vigorously on land development problems, but regard had to be maintained in proper measure to present needs, lest the people perish in the present in a mist of dreams of future plenty.

#### INDUSTRY

143. The representative of India was not persuaded to accept the soundness of the Administering Authority's conclusion that the cultivation of sugar-cane and the establishment of a sugar industry did not offer attractive possibilities. He suggested that if capital for this purpose was not available from outside, the Administration should endeavour to develop a few state-owned sugar-cane farms and either install a modest sugar mill on an experimental basis with its own capital or encourage the local inhabitants or the Australians settled in the Territory to do so on a co-operative basis.

144. The representative of the United States believed that the Administering Authority was wise to encourage the production of those goods which the Territory was best suited to produce.

145. The representative of the United Kingdom voiced a word of caution concerning secondary industries, which, if badly chosen, could be a millstone around the neck of a country at an early stage of development. The growth of secondary industry should be based on a very careful economic analysis.

### IV. SOCIAL ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### GENERAL

146. The Administering Authority stated that all elements of the population are secure in the enjoyment of human rights and fundamental freedoms without discrimination, except to the extent that it is still considered necessary to preserve certain provisions relating to the indigenous inhabitants in order to protect their interests, particularly in such matters as land acquisition, trading and industrial employment.

147. Since 1951, the imposition of corporal punishment has been restricted, in the case of adults, to sexual offences against females, certain crimes of particular violence, and prison offences. It is also employed as a preferable alternative to imprisonment in the case of certain offences by juveniles. It is rarely imposed and was not used during the year under review. Sentences of corporal punishment may not be passed on females.

148. At its twenty-fourth session, the Council noted with satisfaction that restrictions on the movement of indigenous persons in certain towns had been abolished, and that all legislation in the Territory was being examined with the aim of eliminating any provisions which were not in the interests of the indigenous people. It invited the Administering Authority to forward the results of this examination to it as they were received.

149. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council welcomes the special attention being given to the education and advancement of women, particularly the establishment of a central advisory committee for the purpose of correcting as speedily as possible the existing disparity between the advancement of women and that of men, and of ensuring their future progress on a basis of equality. From the report under review, it would appear that the women of New Guinea are taking increasing interest and a greater share in the life of the community as teachers and nurses and through the work of women's clubs. While commending these encouraging developments, the Council observes that the role of women in the Territory's political life, even at the local government council level, is negligible. It considers that no effort should be spared to encourage them to enhance their participation in the work of local government councils through the exercise of the right to vote in the elections to these councils and by seeking elections to them. It suggests that the Administering Authority consider the advisability of proposing to the councils that they might reserve a suitable number of seats for women members on these councils.*

*The Council, recalling the 1959 Visiting Mission's expression of concern with regard to the multiplicity of religious missions in the Territory, and its own recommendation of the twenty-fourth session, notes the assurance that the Administering Authority is keeping a very close watch on this multiplicity to see that it does not in any way adversely affect the indigenous people or public order.*

*The Council notes that the Corrective Institutions Ordinance 1957-1959, which gives expression to the policy of educating persons under detention in an effort to ensure that they will return to their communities as citizens capable of making a social and economic contribution to society, has now come into force; and that this marks the formal establishment of the policy of transferring the control of prisons to trained corrective institution officers and warders.*

##### LABOUR

150. At 31 March 1959, there were 46,850 indigenous people in paid employment including members of the police force, compared with 43,359 the previous year. Private industry employed 36,298, which included 24,607 general plantation workers, and

10,522 were employed by the Administration, including 1,728 members of the police force. Approximately 11,000 were engaged in skilled or semi-skilled occupations.

151. A number of related ordinances affecting labour have been enacted. These will be brought into operation on the completion of the drafting of appropriate regulations. The most significant part of this legislation is the Native Employment Ordinance which, apart from being an employment code, defines the limits within which casual workers, as distinct from agreement workers, may be employed, and includes other provisions designed to protect the indigenous social structure from a too rapid or ill-controlled change. The new Native Employment Board Ordinance provides for a Board, consisting of officers of the Administration and representatives of employers and employees, to advise the Administrator on all employer-employee relationships, wages and conditions of employment. Under the new regulations, the present minimum cash wage of 300 shillings per annum will be increased to 325.

152. At its twenty-fourth session, the Council considered that minimum wages in the Trust Territory appeared to be still too low. It noted the assurance of the Administering Authority that the Native Employment Board would examine and keep under review wage scales and conditions of employment for indigenous employees.

153. At its twenty-sixth session, the Council adopted the following conclusion and recommendation:

*The Council notes that new labour legislation will come into force shortly, which will define the limits within which casual workers may be employed, and include provisions designed to protect the indigenous social structure. The Council awaits with particular interest information about the detailed provisions of this legislation.*

*The Council, noting that the Native Employment Board is now conducting an inquiry into the present wage scale, hopes that this will result in an increase in the minimum wage rates of indigenous workers, which are at present low.*

#### PUBLIC HEALTH

154. Medical institutions maintained by the Administering Authority include 74 hospitals, 898 aid posts or medical centres, and 300 maternity and child welfare clinics. In addition, 69 hospitals, 63 welfare clinics and 304 aid posts or medical centres were maintained by missions. In 1959, expenditure on health services amounted to £1,256,924 as compared with £1,225,651 in 1958. In each case, the amount spent on works and services of a capital nature and on the improvement and maintenance of hospital buildings and equipment was not included. In 1958 and 1959, this totalled £594,493 and £553,828, respectively.

155. Administration medical personnel, at 30 June 1959, consisted of 377 non-indigenous and 2,770 indigenous persons. The majority of the latter were aid post orderlies, hospital orderlies and labourers. Individuals serving in the following capacities were:

	Indigenous	Non-indigenous
Specialists .....	—	5
Physicians and surgeons .....	—	47
Assistant medical practitioners .....	2	—

	Indigenous	Non-indigenous
Dental officers .....	2	5
Nurses .....	—	95
Medical assistants .....	—	94

156. At its twenty-fourth session, the Council noted that it had not been possible, in spite of the efforts of the Administering Authority, to provide staff in sufficient numbers to correspond to the increase in hospital facilities and recommended to the Administering Authority that it continue its efforts in recruiting more medical personnel from overseas, in offering medical cadetships and in organizing a medical training programme for indigenous persons. In this connexion, it welcomed the establishment of a medical college for assistant medical practitioners and a central nurses' training school.

157. In the report under review, the Administering Authority stated that it had continued to carry out a vigorous programme of recruitment for medical personnel and during the past year the number of qualified medical practitioners increased by twelve. Response to the cadetship scheme continued to be good and a further seven cadet medical officers were recruited. The training of assistant medical practitioners was begun at the Papuan Medical College and seven male students and one female student from New Guinea started their year of preliminary training. General nursing training was established at the Rabaul General Hospital and in June 1959, forty-nine male and thirty-one female trainees were undergoing instruction there.

158. At its twenty-sixth session, the Council was informed that in the period from 1 July 1959 to 31 March 1960, non-indigenous staff employed by the Administration increased by three medical officers, fourteen medical assistants, and twenty-three nurses. The indigenous staff was increased by 126.

159. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council notes with satisfaction the development of the Administering Authority's programme of hospital renovation and construction and the extension of the network of medical aid posts to rural areas. It expresses the hope that, in view of the seriousness of the health problems of the Territory and in order to meet the existing needs, the Administering Authority will make accelerated efforts to replace inadequate installations and to extend the construction programme, while at the same time extending the scope of its programme of preventive medicine.*

*The Council notes that during the year under review there have been increases in some categories of medical and health staff; and that training programmes for assistant medical practitioners at the Papuan Medical College, for nurses at Rabaul, and for other personnel, are continuing to move forward. It recommends that the Administering Authority intensify its efforts to recruit more personnel and increase its training programmes for indigenous persons, including sanitation personnel.*

*The Council welcomes the efforts which the Administering Authority is making in the fight against malaria, and urges that every step be taken to eradicate this widespread disease as early as feasible.*

*The Council recommends that special attention should be given to devising a well-planned intensive programme to supplement the existing programme to*

*combat malnutrition, which still is a serious problem in the territory, particularly in areas recently brought under administrative influence.*

*The Council commends the observations of the World Health Organization to the Administering Authority and draws the latter's particular attention to the suggestion concerning the organization of a pilot health project in an area where local community initiative is particularly well developed.*

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

#### **GENERAL**

160. The representative of India expressed dissatisfaction over the views expressed by the Conference of Missionary Organizations concerning the recommendations of the 1959 Visiting Mission. He added that the profusion of conflicting ideologies and religious denominations must not be allowed to create confusion in the minds of the local population.

161. The representative of China hoped that the inquiry conducted by the Native Employment Board would result in a substantial increase in the minimum wage rate of the indigenous workers.

162. The representative of France stated that the annual report of the Administering Authority gave a very interesting over-all view of the progress achieved in the social field, although much remained to be done.

163. The representative of the United States of America welcomed the news that legislation was being reviewed to eliminate discriminatory passages and that the legislation regarding nationality requirements for commercial ventures was also being reconsidered. He hoped to hear of the results of these reviews at the next session.

#### **LABOUR**

164. The representative of the United Arab Republic welcomed the assurances of the Administering Authority that measures were in hand to bring the new labour legislation into force on 1 October 1960.

165. The representative of Burma stated that in the field of employer-employee relationships, the Administration would be well-advised to invite world-famous trade union leaders to visit New Guinea to seek their aid and advice to see whether a trade union in the Territory could not be launched.

166. The representative of the Union of Soviet Socialist Republics stated that the situation of indigenous inhabitants who had the opportunity to be employed, was not much better than the situation of those that remained in their villages. They received miserly wages. Those on plantations received approximately twenty-eight shillings a month, in other words, less than one shilling per day.

167. The special representative of the Administering Authority stated that the Administering Authority was well aware that the whole labour position in the Territory was necessarily in an even greater state of flux than the labour positions in many more developed countries elsewhere in the world, and was acting accordingly to ensure an orderly and proper development at all points. He also stated that the first assignment of the recently created Native Employment Board was to conduct an inquiry into the present wage scales for Native workers, the minimum of which at present is twenty-five shillings

per month plus free accommodations, rations and clothing. From this inquiry would emerge wage scales reflecting the most informed opinion in the Territory.

#### **PUBLIC HEALTH**

168. The representative of the United Arab Republic commended the Administering Authority for the notable increase in medical and health staff, and urged them to continue further along this line. He hoped that the Administering Authority would give serious consideration to the observations of WHO regarding the inadequate sanitation staff required to enable them "to carry out environmental sanitation work and ensure supervision", and that the recruitment of expert personnel in this field would meet with more success than in the past.

169. The representative of India stated that the completion of new hospitals at Nonga, Butaweng, Green River and Cape Gloucester deserved special mention. Greater attention needed, in his view, to be paid to the improvement of facilities provided in mission hospitals, and the missions concerned should be encouraged to adopt standards of service similar to those available in Administration hospitals.

170. The representative of France stated that the efforts of the Administering Authority in the health field were noteworthy.

171. The representative of Burma generally agreed with the Administering Authority's policy to continue to place emphasis on two of the fundamental principles of modern public health practice: preventive service and decentralization. He welcomed the establishment of a Division of Mental Health within the Department of Public Health and expressed the hope that the gist of a survey on mental health in the Territory would be made available to members of the Council.

172. The representative of Italy commended the Administering Authority for its work in the field of public health and urged it to do everything possible in order to bring to a successful conclusion the struggle against malaria.

173. The representative of the United States considered that the progress in the medical field demonstrated the emphasis being given to public health by the Administering Authority.

174. The representative of Bolivia noted that some progress had been made in the field of public health.

175. The representative of China was gratified concerning the progress achieved in providing more hospital facilities and medical personnel in the Territory.

176. The representative of the USSR stated that in New Guinea there was the greatest shortage of hospitals and medical personnel, and that the Administering Authority had not adopted the necessary measures for the training of indigenous medical personnel, particularly doctors and specialists. The most energetic measures were necessary for the training of medical workers from among the indigenous inhabitants, and the Administering Authority should supply the necessary funds from its own budget for the construction of a large number of hospitals and for the training of medical personnel.

177. The representative of Belgium believed that the progress made in public health was solid proof of the Administering Authority's concern in this field.

178. The representative of Paraguay believed that more energetic efforts should be made to bring malaria



under control in a shorter time than was at present anticipated.

179. The special representative of the Administering Authority stated that the Administering Authority was facing a gigantic task in the eradication of malaria, which many other countries and the international community were tackling in many parts of the world. Australia had done great pioneering work in research and practice in the field of malaria, and he hoped its efforts in this field would be seen in perspective not only now but in the future. He said that the training of assistant medical practitioners had begun at the Papua Medical College and general nursing training had been established at the Rabaul General Hospital.

## V. EDUCATIONAL ADVANCEMENT

### Outline of conditions and recommendations adopted by the Trusteeship Council

#### GENERAL

180. The basic provision of the Education Ordinance is that the control and direction of secular education in the Territory are the responsibility of the Administration. All non-government schools in the Territory are conducted by Christian missions which play an important part in the educational system of the Territory. In particular, they are responsible for most of the elementary village education. Under the Education Ordinance, all non-government schools, except religious institutions engaged exclusively in training religious personnel, are required to be registered, recognized or exempted by the Director of Education. A registered school is one which complies in every way with the requirements of the Education Ordinance. A recognized school is one which has not yet complied fully but has reached a satisfactory standard. Schools which do not come within either of these categories may be granted an exemption for such period of time as the Director of Education thinks appropriate, but they are under an obligation to raise their standard as soon as possible. In order to assist missions in their educational work, the Administration applies a system of financial and material grants-in-aid based on the professional qualifications of teachers. Inspections of schools, the Administering Authority stated, are now being carried out on a regular basis. Under a new arrangement which became effective in February 1959, three inspectors of schools were appointed to serve in the Territory. They are being assisted by district education officers and in some districts area education officers also assist.

181. Expenditures by the Administration on educational services (excluding the maintenance of buildings) totalled £1,017,455 for the year ending 30 June 1959, compared with £765,595 for the previous year. This sum included grants-in-aid of £133,890 to missions. During the same period, missions expended £432,544 from their own funds on education in the Territory.

182. By June 1959, the number of Administration schools increased by five to 189 and pupils attending them from 11,333 to 12,517. The number of teachers increased from 483 to 543. This gain, eleven non-indigenous and forty-nine indigenous teachers, was completely absorbed by schools for indigenous pupils. Thirty-seven indigenous students were attending Administration teacher-training centres, and thirty-eight non-indigenous cadet teachers were in training for service in Papua or in New Guinea of whom twenty would complete their training at the end of 1959.

183. Mission schools totalled 2,777, an increase of ten over the previous year. Registered and recognized schools totalled 364, showing a gain of 137, while exempt schools declined by 127 to 2,413. There was an over-all increase of 4,096 pupils, who totalled 112,142. The number of teachers declined from 3,620 to 3,453 owing to the closure and consolidation of schools and the requirements of the educational policy. At 30 June 1959, there were 311 indigenous trainee teachers at mission teacher-training centres.

184. At its twenty-fourth session, the Council commended the Administering Authority for the progress achieved in the field of primary education. It hoped that this would be further accelerated and that the Administration would assume a more direct and increasing responsibility in the field of the Territory's educational advancement. It urged the Administering Authority to seek ways of reducing the incidence of wastage in primary schools, and to intensify its efforts to attract a larger number of indigenous persons into the teaching profession. It noted that a majority of primary schools were two- or three-grade schools, and that, therefore, to enable larger numbers of pupils to complete a full course of primary education it would be necessary to expand these schools by progressive stages.

185. In the report under review, the Administering Authority noted the Council's observations on certain aspects of education in the Territory and assured it that the matters referred to would receive careful consideration.

186. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council notes the measures taken to improve the educational system, particularly the appointment of additional inspectorial and supervisory staff to promote the efficiency of Administration and mission schools. The Council considers it important that all mission schools be brought under more effective governmental inspection and supervision in the next three or four years, in order that the standards of instruction in mission schools be raised to those prevailing in Administration schools.*

*Noting that, out of some 3,000 primary schools in the Territory, 2,777 with an enrolment of about 111,000 pupils are being run by missionary organizations, the Council considers that too great a reliance is being placed on missions for the dissemination of education in the Territory. The Council also observes that practically all mission schools are one-teacher schools, the majority of the teachers being only partly trained and unqualified to teach beyond the second or third primary grade. As a measure to improve the quality and scope of education in mission schools, the Council considers that the Administering Authority should endeavour to persuade the missions to pool their efforts and resources and to reorganize their educational activities in order to render their work in this field more fruitful.*

*The Council takes satisfaction in the high standards of instruction and the adequacy of facilities prevailing in Administration schools, numbering 174 with about 11,670 pupils, and that education in these schools is organized on secular lines. It notes that during the year under review only five new Administration primary schools were opened. The Council would wish to see the Administering Authority assume a greatly expanded direct role in this field. The Council would welcome a detailed account of the Territory's new educational plan at its next session.*

*The Council welcomes with particular satisfaction the contribution that local government councils are making towards the establishment and maintenance of schools in their areas. It notes that the Administering Authority proposes to enlist their further co-operation in establishing schools for agricultural and other technical training at the village level. It also notes that in areas where there are no councils, village communities are assisting in establishing new schools. It expresses the hope that the Administering Authority will continue to give every encouragement to indigenous initiative in the establishment of educational facilities.*

*The Council welcomes the considerable increase in expenditures on education over the preceding year, but considers that progressive increases will be necessary to implement the new plan of educational development and meet the needs of the Territory.*

*The Council, noting that the percentage of illiteracy is still very high and that a considerable number of children in the Territory have no access even to primary education, and attaching great importance to the education of the people of the Trust Territory, considers that the Administering Authority should take active steps to effect the necessary improvement and expansion of the whole system of education in the Territory.*

*The Council notes the measures taken by the Administering Authority during the year under review to recruit and train teachers, particularly indigenous teachers, but considers that their scope is insufficient. It urges the necessity of ensuring a sufficiently large annual turnout of indigenous teachers. It suggests that the Administering Authority consider, in order to achieve this, such measures as the consolidation and improvement of the existing facilities of primary education so that a steady flow of pupils from junior to senior grades should become possible, through a rapid expansion of secondary education and the establishment of special courses of intensive instruction of those who, despite the initial absence of a full course of primary education followed by intermediate or secondary education, may make suitable teachers. The Council regards the admission of teachers into the Auxiliary Division as a step in the right direction and hopes that a larger number of teachers will qualify for admission into the Division.*

#### POST-PRIMARY EDUCATION

187. Beyond primary level, there were ten intermediate schools, two secondary schools, two technical training schools, and one teacher-training school. The Administering Authority stated that intermediate, secondary and higher education would be made available to all students who qualified by satisfactorily completing their primary education and who possessed a good knowledge of English. The secondary education objective was to be achieved by using the facilities available in both the Territory and Australia. The Administration assisted parents to send children to secondary schools in Australia by means of an allowance of £145 *per annum* and an annual return fare for non-indigenous children. Mixed-race children under a special scholarship scheme receive, in addition to this, up to £200 *per annum*. Scholarships for indigenous children cover the full cost of education in Australian schools, including board, tuition, fares, clothing, equipment and incidental expenses. At 30 June 1959, 147 Asian, 379 European, 25 indigenous and 39 mixed-race children were receiving educational assistance for secondary schooling in Australia.

188. At its twenty-fourth session, the Council endorsed the view of the 1959 Visiting Mission that the number of pupils in post-primary schools was too low to meet the growing demand for better educated New Guineans and the needs of the Territory, and hoped there would be a further increase in the number of secondary schools in the Territory. It recommended that the Administering Authority in co-operation with employers should take steps to provide facilities for adult education for workers at centres of employment.

189. In the report under review, the Administering Authority stated that present plans for the expansion of post-primary education provided not only for the construction of additional Administration schools, but also for grants-in-aid to the missions for the construction of post-primary schools, and a maintenance grant of £20 *per annum* in respect of each additional post-primary pupil enrolled. These grants would become payable in 1960.

190. It stated that adult education was being continued by the use of such media as radio, films, and vernacular and English newspapers, as well as through various projects for community advancement, including district development programmes, women's clubs and the services provided in agriculture, health and other fields of Administration activity. It considered that the educational needs of adults could be more appropriately met by these means than by the more formal class-room methods.

191. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council, recalling that at its twenty-fourth session it expressed the hope that there would be a further increase in the number of secondary schools in the Territory, notes the progress made, particularly in the construction of schools. It notes further that the Administering Authority plans to expand post-primary education also by granting financial assistance to the missions for this purpose. It believes that the number of children receiving secondary education is quite inadequate for the many and growing needs in the fields of Government and private employment, the fulfilment of which is essential to the Territory's advancement in all fields. The Council urges the Administering Authority to attack this basic problem energetically through the establishment of a comprehensive programme with clearly defined stages. It considers that, in any planned development of the Territory's education, high priority should go to secondary education, the necessary facilities for which, from now on, should, in the Council's view, be developed in the Territory itself.*

*The Council notes that 269 indigenous students are studying in Administration technical colleges. It welcomes the plan to establish a forestry school at Bulolo and notes that construction of the agricultural college at Keravat has begun. It notes the introduction of a vocational bias in education in the Territory's intermediate and secondary schools and expresses the hope that this trend will be further strengthened.*

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

##### GENERAL

192. The representative of the United Arab Republic considered that the Administering Authority should be commended for the completion of the Technical Training Centre in Rabaul, the Madang Pri-

mary School, and the first stage of the Rabaul Secondary School, and schools in other areas. He noted with satisfaction the steps being taken to minimize the incidence of wastage in primary schools.

193. The representative of India noted with considerable satisfaction reorganizational measures taken in 1958-1959, as well as the increase in enrolment of pupils, and the extension of the Government's inspectorial functions to mission schools. In his view, attention ought at this stage to be concentrated on making all such primary education as was available in the Territory worth while by extending its scope.

194. The representative of New Zealand noted that the problems of providing even a minimum of services in the educational field were immensely complicated, and was glad to pay tribute to the Administering Authority's attack on those problems.

195. The representative of Burma appreciated the Administering Authority's policy in the educational field. With a new set-up in the Department of Education, he hoped that district education officers would be able to devote more time to inspection and supervision. The standard of exempt schools would have to be raised.

196. The representative of the United States of America noted the importance of the expanded cadet training programme and was gratified to learn that indigenous inhabitants may take part in these programmes when they have sufficient educational background. He hoped that the Administering Authority's large-scale efforts in the field of education would soon produce indigenous people with sufficient background to enter these programmes.

197. The representative of China expressed his satisfaction at the interest shown in education by both the Administering Authority and the local government councils. He hoped that the missions would pool their resources and establish schools comprising all primary grades instead of each conducting only one or two grade schools.

198. In the field of education and training, the representative of the United Kingdom of Great Britain and Northern Ireland stated that, since the trusteeship had begun, the Administering Authority had made a great effort and the foundation for the primary school system had been firmly laid. He stated further that while, no doubt, much of the cost of financing universal primary education would fall on the central Government of New Guinea in the future, a large part of it ought to be drawn from the local authorities, which would eventually develop their own revenues.

199. The representative of the Union of Soviet Socialist Republics stated that a particularly intolerable situation existed in regard to education. Approximately 90 per cent of the people were illiterate. There were only 455 teachers in Administration schools, whereas, according to the Director of the Department of Education, primary education would require at least 1,000 European and 10,000 indigenous teachers. In the whole of the Territory, there was only one secondary school with thirty pupils at present, and this one did not give full intermediate education. A full intermediate course as well as higher courses could be obtained only in Australia. Thus, one could not speak of any progress in the field of education, but rather to the contrary. He considered that the Trusteeship Council should assess the situation in this respect as completely unsatisfactory, and should recommend to

the Administering Authority that it should adopt the most energetic and urgent measures to improve the situation.

200. The representative of Paraguay attached great importance to the intensification of education. He believed that anything done in this field would contribute to the preparation of the Territory for self-government or independence.

201. The special representative of the Administering Authority, in reply to the suggestion that the Administering Authority had transferred to the missions certain educational responsibilities which should properly be its own, referred to the background of State-controlled education in Australia and stated that there had been and would be no abrogation of government responsibility in this field in New Guinea. It was because of the need to short-circuit the slow evolutionary processes that the Administration was prepared to enlist the assistance of the missions in New Guinea, in a way in which it would not need similar assistance in Australia.

#### POST-PRIMARY EDUCATION

202. The representative of India strongly recommended that the Administration immediately provide at least three or four additional institutions of secondary education in the Territory. This he pointed out should be the aim of a programme for the rapid expansion of secondary education in order to be able to cope with the expanding personnel requirements of the Territory in the fields of administration, health, education, and social work. He welcomed the Administration's efforts to train more teachers and felt that the Council would be interested to know what, in precise detail, the Administering Authority's plans were in this regard, and when it aimed at reaching the target figure of 5,000 more teachers in relation to present needs.

203. The representative of New Zealand trusted that the Administration would continue to build up its own post-primary educational facilities. In view of its great importance, he urged that even more emphasis should be placed upon secondary education.

204. The representative of China hoped that more facilities for imparting technical and vocational education would be provided in the near future.

205. The representative of the United Kingdom believed that the most urgent necessity in the educational field in New Guinea at the present time was to develop and rapidly expand secondary education as well as technical and vocational education. He also thought that a class of New Guinean headmasters for primary schools ought to be developed.

206. The representative of Paraguay, was disturbed at the condition of secondary education. He hoped that the Administering Authority would make further efforts to supplement the existing programme.

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

##### Outline of conditions and recommendations adopted by the Trusteeship Council

207. At its twenty-fourth session, the Council recalled its previous recommendations concerning the establishment of intermediate target dates and final

time-limit for the attainment of self-government or independence. It noted that researches undertaken by the Commonwealth Scientific and Industrial Research Organization had been pursued with the aid of qualified departments of the Administration, that a five-year plan had been established for the development of education in the Territory and the view of the Visiting Mission that better use could be made of the Territory's resources under an integrated development plan. It expressed the hope that the Administering Authority would adopt without delay whenever appropriate, successive intermediate targets and approximate dates for their fulfilment in order that the necessary pre-conditions may be created for the attainment by the Territory of the objectives of the Trusteeship System.

208. In the report under review, the Administering Authority stated that it had development plans in all fields of administration and would continue to carry them out with the greatest rigour. While these plans envisaged the accomplishment of various tasks within prescribed periods, it regarded the setting of target dates as likely to be misleading. Because of the wide variation and constant change in conditions among the primitive inhabitants of the Territory, it considered it would be improper to put forward target dates and accept them as firm undertakings. Nevertheless, the Administering Authority stated that it would adopt tentative target dates, wherever appropriate, for the progressive, economic, social, educational and political advancement of the indigenous people, and whenever it was satisfied that this would assist in the promotion of the objective expressed in Article 76 e of the Charter.

209. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*Recalling the General Assembly's resolution 1413 (XIV), the Council invites the Administering Authority to formulate early successive intermediate targets and dates in the fields of political, economic, social and educational development in New Guinea so as to create, as soon as possible, favourable conditions for the attainment of self-government or independence.*

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

210. The representative of the United Arab Republic stated that he could not approve of the words "whenever appropriate" and "whenever it was satisfied" in the statement of the Administering Authority concerning tentative target dates, and trusted that they would not appear in the next year's statement on this question.

211. The representative of India felt that in many fields there was need for the Administering Authority to draw up comprehensive plans and programmes with intermediate stages and tentative target dates for their completion laid down in advance.

212. The representative of Bolivia referred to the discrepancy between the recommendations of the Assembly on the subject of target dates and the position assumed by the Administering Authority, and stated that until such time as the Administration established such target dates, the Trusteeship Council would find itself involved in unnecessary discussion.

213. The representative of the United Kingdom believed in the process of all deliberate speed and therefore agreed that progress had to be maintained steadily and not to be delayed. In his view, the Council ought to leave it to the Administering Authority to decide how to plan, in what form to put forward its plans. If the Administering Authority preferred to plan subject by subject rather than by an over-all, comprehensive plan, he did not think that it was for the Council to disagree with this.

214. The representative of the Union of Soviet Socialist Republics stated, concerning the setting up of target dates and intermediate target dates for the attainment by the Trust Territory of self-government or independence, that for some reason the Administering Authority had refused to carry out the provisions of the resolution of the General Assembly. He considered that at this session the Trusteeship Council must adopt recommendations which would contribute to the speediest attainment of the objectives of the Trusteeship System in New Guinea.

## Chapter VII

### NAURU

#### I. GENERAL

##### Outline of conditions and recommendations adopted by the Trusteeship Council

###### LAND AND PEOPLE

1. The Trust Territory of Nauru is a small island in the Central Pacific with an area of 5,263 acres. The population at 30 June 1959 was 4,264, consisting of 2,196 Nauruans, 974 other Pacific Islanders, 712 Chinese and 382 Europeans.

2. At its twenty-fourth session, the Council commended the Administering Authority, the Administration of Nauru, the Nauru Local Government Council and the Nauruan people for the significant progress achieved, particularly in the public health and educational fields and expressed its confidence that the Administering Authority would continue to give serious consideration to the constructive criticisms made in the Council with a view to assisting the Nauruans to obtain further advancement in all fields.

###### FUTURE OF THE NAURUANS

3. The revenues of the Territory and the livelihood of its inhabitants depend almost entirely on the phosphate industry. The phosphate deposits are expected to be exhausted in about forty years and this has raised the question of the future of the Nauruan community. At past sessions the Council has devoted its attention to this question and has urged the Administering Authority, in consultation with the Nauruans, to intensify its efforts to formulate plans for resettlement.

4. At its twenty-fourth session, the Council noted that information concerning the resettlement of the Nauruans was being assembled for ministerial consideration, with a view to subsequent consultation by the Australian Government with the Governments of the United Kingdom and of New Zealand. It also noted that the Administering Authority was aware of the need for careful plans made well in advance with the full support of the Nauruans themselves and recommended that the Administering Authority should actively continue its efforts to find an early and concrete solution of the problem.

5. In the report under review, the Administering Authority stated that it had completed its examination of the problem of resettlement and had decided to seek the views of the Governments of the United Kingdom and of New Zealand preparatory to discussions with the Nauruan people. The special representative informed the Council at its twenty-sixth session that these discussions were now in progress.

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

*The Council, recalling its previous recommendations concerning the future of the Nauruan people, notes with*

*satisfaction that the Australian Government has completed its comprehensive survey of the possible alternatives and that discussions are being held with the Governments of the United Kingdom and of New Zealand. It strongly urges that the discussions now being held be completed shortly and result in a number of concrete proposals for the consideration of the Nauruan people, including the possibility of resettlement in one or more of the three metropolitan countries. It notes the assurance given by the Administering Authority that the final decision and choice of alternatives will rest entirely with the Nauruan people and requests the Administering Authority to give the results of these discussions to the Council at the next session at which conditions in Nauru are examined.*

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

###### GENERAL CONSIDERATIONS

7. The representative of the United Arab Republic stated that a consideration of Nauru raised the question of whether it would ever see the light of sovereignty and independence. He believed that there was a conflict between the objectives of the Trusteeship System and the actual trends in Nauru. If he considered some sort of resettlement in the distant future as the only solution which awaited the Nauruan people, it was because he believed that a solution consonant with the obligations under the Charter was well-nigh impossible and that resettlement appeared to be the only realistic approach to this problem. He added that this certainly did not mean that other possibilities for the future of the Territory should not be explored. He also believed that before the United Nations could acquiesce in the inevitability of resettlement it would have to be satisfied that the Nauruan people were not opposed to resettlement and that the resettlement would be carried out in such a way as to secure for every Nauruan a decent human existence, shorn of any injustice or inequality.

8. The representative of India believed that, while the problem of the resettlement should be considered carefully, the Council must consider the conditions in the Trust Territory in the context of the International Trusteeship System and, in particular, the Trusteeship Agreement of 1947.

9. The representative of Paraguay agreed to consider Nauru as a special case because of its limited population and small area; however, he considered that the Trusteeship Agreement of 1947 should prevail over any other consideration.

10. The representative of Bolivia felt that there were some doubts concerning the nationality of Nauruans and their fundamental rights, particularly in relation to the right to enter Australia as workers. He believed that any colonizing Power which assumed the duty of educating those placed under its trusteeship should not regard them

as words with incomplete rights but must accept the principle of legal equality. He hoped that this was the position of the Administering Authority.

11. The representative of the Union of Soviet Socialist Republics stated that, for the whole period under review, there had not been any changes in the policies and the practical activities of the Administering Authority in the Trust Territory, which were in flagrant violation of the provisions of the Trusteeship Agreement for the Territory. His delegation was more than ever convinced that the real basis for the Administering Authority's policy was not that instrument but rather the 1919 Agreement defining the conditions under which the island's phosphate deposits were to be extracted and shipped to Australia, New Zealand and the United Kingdom. In his view it would be a waste of time to look for any indications that specific steps had been taken to promote the political, economic or social advancement of the Territory, for the Administering Authority obviously considered that Nauru had no future. He was of the opinion that the Trusteeship Council must recommend to the Administering Authority that it bring its policy with respect to Nauru into line with the obligations accepted by it under the Trusteeship Agreement and the Charter of the United Nations and ensure political, economic and social progress in Nauru towards self-determination or independence.

12. The special representative of the Administering Authority stated that the administration in Nauru was concerned with people and not with the manipulation of inanimate things, and that consequently results could be achieved only in so far as the people responded to the efforts made on their behalf. The Nauruan community, although of equal intrinsic importance with any other of the world's human groups, was small, by world standards almost infinitesimally small. But even so it was a complete and integrated community and did not represent in miniature any of the large communities of the world. It must therefore be judged and assessed in relation to its own particular standards and outlooks and characteristics.

#### FUTURE OF THE NAURUANS

13. The representative of Burma regretted that the Council at this session had not been able to discuss in detail the various possibilities for the resettlement of the Nauruans.

14. The representative of New Zealand stated that it was agreed that in the last analysis it was for the Nauruan people themselves to make their own decisions as to their future.

15. The representative of the United States of America stated that at least a partial solution to this problem might possibly be found under the procedures for naturalization outlined in the annual report. Those procedures might be publicized in Nauru and could help dispel some of the anxieties apparently felt by the people on this important subject.

16. The representative of the United Arab Republic believed the future of the Territory overshadowed every other facet of its life, and unless it was decided in a final and satisfactory fashion, the Council would continue to encounter difficulties in assessing progress.

17. The representative of Italy thought that a major decision on the future of the Nauruans was necessary in order to place within the proper perspective and in the appropriate scale all the other problems of Nauru

in order to be able to find a happy solution for them. He added that the sooner a decision was taken, the better.

18. The representative of the United Kingdom of Great Britain and Northern Ireland thought that, as this was a very real and human question, all concerned should exercise the highest degree of care, sensitivity and forethought to secure the right solution. The Nauruan people were not all of one mind about their future, and the problem would have to be discussed with them before any plans were finalized.

19. The representative of China had gained the impression that the majority of the Nauruans were in favour of resettlement elsewhere. He expressed his concern that the future postponement of the solution to this question was bound to have most undesirable effects upon the people of Nauru. With the future of the Nauruans in abeyance, it was also doubtful that the Administration could make any long-range planning in any particular field of advancement.

20. The representative of France thought that this problem did not call for an immediate solution, or even for a solution in the near future. The Australian Government had shown that it was trying to solve this problem in a way which would be most in keeping with the interests of the Nauruans, namely by its efforts to improve the life of the inhabitants of this Territory. The higher rate of education and the granting of a greater number of technical scholarships to ever-increasing numbers of pupils appeared to be the surest way to a better resettlement of the Nauruans in Australia, New Guinea or elsewhere.

21. The representative of India regretted that there had been very little progress made during the past year on the future of the Nauruans, and that on this issue the Council was no wiser than last year. Although there did not appear to have been any serious consultations between the Administering Authority and the Nauruans themselves on this subject, he was sure that no decision would be thrust on the Nauruans and that the final decision would be left wholly to them.

22. The representative of Bolivia stated that since the future of the Nauruans was so important, this problem must be solved gradually, and in such a way that most of the people could have some sort of satisfactory future.

23. It had become clear to the representative of the USSR that the Nauruans themselves had never asked the Administering Authority for any resettlement and that the question had never been placed before them. The initiative and plans for the resettlement stemmed exclusively from the Administering Authority itself. The three Governments concerned were endeavoring to represent as a *fait accompli* the question of resettlement and to indicate that it was now necessary to speak only of the concrete forms and methods of resettling the Nauruans. It was characteristic of the way in which the Territory was administered that the Administering Authority was going ahead with the resettlement plan without even having ascertained whether the inhabitants were in favour of resettlement as the solution to the problem of their future. In other words, the Administering Authority was not allowing them freely to decide the matter but was limiting their choice to the question of where their new home was to be located. It was obvious that the Administering Authority was emphasizing what it presented as the necessity for resettlement in order to distract the attention of the Nauruans and



the Council from the fact that it was not fulfilling its principal responsibility, namely that of promoting the political advancement of the Territory in accordance with Article 76 of the United Nations Charter and article 5 of the Trusteeship Agreement. He concluded that until such time as the Administering Authority had given up its idea of resettling the Nauruans, it was difficult to expect any political development towards self-determination or independence in accordance with the Trusteeship Agreement or the Charter of the United Nations.

24. It seemed quite appropriate to the representative of Belgium for the Australian Government to have taken the initiative in presenting to the Trust Territory itself the various possibilities for the future. She hoped that, next year, the Administering Authority would be in a position to inform the Trusteeship Council of the results of the discussions with the Governments of the United Kingdom and New Zealand concerning the possibilities of resettling the Nauruan people.

25. The special representative of the Administering Authority stated that his Government was fully aware that Nauruan affairs were overshadowed by the uncertain future of the community. It was for this reason that the Administering Authority had taken energetic steps to solve the problem; however it was not prepared to take half measures merely for the sake of spectacular results. The Administering Authority was also aware of the necessity for the fullest and closest consultation with the Nauruan people themselves and all its planning had been carried out with the realization that this planning would be implemented only in so far as it commended itself to the Nauruan people themselves.

## II. POLITICAL ADVANCEMENT

### Outline of conditions and recommendations adopted by the Trusteeship Council

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

26. The Administering Authority exercises its powers in the Territory through an Administrator who has power to make ordinances for the peace, order and good government of the Territory and who is responsible to the Australian Government through the Minister of State for Territories. There is no executive or legislative body in the Territory but the Nauru Local Government Council has power to make rules on certain local matters.

27. The Nauru Local Government Council consists of nine elected members. Its powers and functions have been fully described in the report of the Trusteeship Council for 1955 to 1956.<sup>1</sup> Briefly, it has advisory functions in relation to the Territory's ordinances and regulations; it may make rules on specified matters of local concern subject to the approval of the Administrator, and it may engage in business operations.

28. During the year under review, the Nauru Local Government Council made one rule, continued its consideration of two others and was consulted on four ordinances, relating to the Nauruan community. Its revenue, which is derived principally from the Nauru Royalty Trust Fund, was increased through higher

royalty payments and through a rise in the amount raised by the Council itself. Locally raised revenue, which includes rents, increased from £675 to £8,137. Works and services provided by the Council during the year included the maintenance of the 350 houses occupied by members of the Nauruan community, the collection of rents, the retailing of electricity to Nauruan consumers and the installation of water storage facilities. To cope with the expanding works and maintenance programme, five more tradesmen are to be employed.

29. At its twenty-fourth session, the Council, endorsing the views expressed by the 1959 Visiting Mission that the Administering Authority should not be too reluctant to take a certain amount of risk in carrying out both its declared policy and the objectives of the Trusteeship Agreement and that the time was imminent when local matters could, for the most part, be entrusted to the Nauruans, welcomed the statement of the Administering Authority that careful consideration would be given to these views by it when reviewing the powers and functions of the Nauru Local Government Council in local matters. It trusted, on the other hand, that the Local Government Council would exercise to the full the powers it already had and that the Administering Authority would further foster such an exercise. The Council recommended that the Administering Authority should consider, in accordance with Article 76 b of the Charter, the adoption of further measures necessary to promote the political advancement of the Nauruans.

30. In the report for the year under review, the Administering Authority stated that it would continue to encourage and assist the Nauru Local Government Council to exercise to the full the powers it already had. It would also continue to adopt measures to promote the political, economic, social and educational advancement of the Nauruans whenever it was satisfied that such measures would assist towards attaining the basic objectives expressed in Article 76 b of the Charter.

31. At its twenty-sixth session, the special representative informed the Council that the Administering Authority had decided to appoint an administrative assistant, a part of whose duties would be to examine ways and means of promoting and strengthening the role of the Local Government Council.

32. At its twenty-six session, the Council adopted the following conclusions and recommendations:

*The Council notes that the Administering Authority proposes to appoint an administrative assistant who, inter alia, will examine ways and means of promoting and strengthening the role of the Nauru Local Government Council. In this connexion, the Council reiterates its previous recommendations concerning the need to adopt further measures to promote the political advancement of the Nauruans, and hopes that the Administering Authority will continue to encourage the Local Government Council to exercise to the full the powers it now has.*

#### DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

33. With the exception of those sentenced or under sentence for an offence punishable by law by a period of imprisonment for one year or longer, all Nauruans resident in the Territory over the age of twenty-one years, both male and female, are entitled to vote and stand as candidates at the elections for the Local Government Council. There are eight electoral districts, one

<sup>1</sup> Official Records of the General Assembly, Eleventh Session, Supplement No. 4 (A/3170), p. 327.

returning two members, the remainder returning one each. Voting is compulsory and by secret ballot. Elections are held at intervals not exceeding four years, the most recent having been held in December 1959.

34. At its twenty-fourth session, the Council, recalling the statement of the Administering Authority in its annual report for 1956-1957 that it was giving consideration to an amendment of the Nauru Local Government Council Ordinance which would change the provision whereby the Administrator might act as Returning Officer and provide for appeals in connexion with an election to lie to the Central Court, noted that the Administering Authority had given assurance that this amendment would be put into effect before the holding of the coming election.

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

35. The approved establishment of the Nauru service provides for 363 positions, 315 of which are held by Nauruans, twenty-eight by Europeans and twenty by Chinese. In-service training is provided for all Nauruan members of the service.

36. In 1959, three Administration cadetships were awarded, one to a girl who is studying at a teaching college and two to youths who are studying medicine and science at Australian universities. This is the first time a cadetship has been awarded to a girl. The holders of the two cadetships awarded in the previous year are continuing their studies, one in agriculture and one in teacher training. In addition, training is being provided in medicine, dentistry and nursing. This is described under section IV of this chapter, entitled "Social Advancement". Other technical training being undertaken by Nauruans is described in section V, entitled "Educational Advancement".

37. At its twenty-fourth session, the Council, recalling its previous recommendation adopted at its twenty-second session, noted the statement of the Administering Authority that it could not, without failing in its duty and ignoring its responsibilities, contemplate the risk involved in placing Nauruans in any of the positions calling for professional or technical qualifications until they had obtained the required qualifications and experience. The Council, while recommending that the Administering Authority should continue to give every encouragement to promising Nauruans to obtain the required qualifications, endorsed the view of the Visiting Mission that it should not be too reluctant to take a certain amount of risk in placing them in positions where they could obtain the necessary experience.

38. In the report for the year under review, the Administering Authority stated that it would continue to do everything possible to encourage Nauruans to undertake courses of study, to assist them in their studies to whatever standards they were personally capable of attaining, and to place them in positions where such qualifications could be applied with a view to gaining experience and advancement.

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

*The Council takes note of the assurance of the Administering Authority that no barriers exist regarding the promotion of suitably qualified Nauruans to the highest positions. It regrets that there continue to be few Nauruans occupying higher positions of responsibility*

*in the civil service, reiterates the recommendation adopted at its twenty-fourth session on this problem, and urges the Administering Authority to further its efforts to train Nauruans for positions of responsibility in the Administration.*

#### JUDICIARY

40. The courts exercising jurisdiction in Nauru are the District Courts, the Central Court and the Court of Appeal. Four magistrates have been appointed to District Courts, two of whom are Nauruans. All are officers of the territorial Administration. The Central Court is a superior court of record and appointments to this court consist of a judge and six magistrates. The judge is a judge of the County Court of Victoria, Australia, and the magistrates, five European and one Nauruan, are all officers of the territorial Administration. The Court of Appeal consists of a judge and has jurisdiction to hear and determine appeals from the Central Court. The functions of the judge are performed by the Chief Justice of the Supreme Court of Papua and New Guinea.

41. At its twenty-fourth session, the Council, bearing in mind the limitations imposed by the particular circumstances of the Territory, recommended that the Administering Authority should take the necessary steps to give practical effect to the separation between the executive and the judiciary provided for in the Judiciary Ordinance by establishing a magistrate's post divorced from other functions in the Administration and that it should encourage suitable Nauruans to study law.

42. In the report for the year under review, the Administering Authority stated that, while recognizing the desirability of a complete separation between the executive and judicial powers, the practical considerations in Nauru precluded the establishment of a magistrate's post entirely divorced from other functions. It stated further that, under the Judiciary Ordinance 1957, a magistrate is required to make an oath or affirmation that he will do right to all manner of people according to law, without fear, favour, affection or ill-will. It also stated that Nauruans who had reached the prerequisite educational standard were encouraged and given every assistance to pursue their studies in any field, including law.

43. At its twenty-sixth session, the Council adopted the following conclusion and recommendation:

*The Council, recalling its recommendation on this subject at its twenty-fourth session and noting that magistrates' posts continue to be occupied by employees of the Administration, urges the Administering Authority to give practical effect to the separation between the executive and judiciary as soon as possible by establishing salaried magistrates' posts to be held by persons holding no other positions.*

#### INDIGENOUS PARTICIPATION IN THE WORK OF THE TRUSTEESHIP COUNCIL

44. At its twenty-fourth session, the Council welcomed the statement of the Administering Authority that it had no objection in principle to a Nauruan being associated in some way with the Australian delegation to the Trusteeship Council and that it would bear in mind the views of the 1959 Visiting Mission that there might be mutual advantage in such an association.

45. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council, noting the statement of the Administering Authority that it has no objections in policy to a Nauruan being associated in some way with the Australian delegation to the Trusteeship Council when the next report of the Visiting Mission is under consideration, hopes that at the next examination of conditions in Nauru by the Council, a Nauruan leader or leaders will be included in the Australian delegation.*

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

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

46. The representative of Burma expressed the hope that the Administering Authority would be able to inform the Council at its next session that the powers and functions which the Nauruans had been demanding would be granted with effect from the year 1961.

47. The representative of New Zealand stated that it was evident that the Council had yet to respond fully to the Administration's efforts to encourage it to exercise all the power it possessed.

48. The representative of the United Arab Republic expressed his disappointment at the slow evolution in the political field. He thought it unfortunate that the Administering Authority had not given effect to the Council's previous recommendation to enlarge the powers of the Local Government Council.

49. The representative of China hoped that, following the appointment of an administrative assistant to give greater assistance to the Local Government Council in the discharge of its functions, the Council would soon be able to exercise the powers it already had at present and that this would lead to its being vested with greater powers in the future.

50. The representative of India regretted that the Administering Authority had not taken any steps during the period under review to increase the powers of the Local Government Council. The limited suggestion to extend the powers of the Council by granting it powers over purely house-keeping matters, to which the Administering Authority undertook to give serious attention, did not appear to have been implemented. He trusted that this situation would improve in the not far distant future.

51. The representative of the Union of Soviet Socialist Republics stated that there had been no noticeable political development in the Trust Territory at all for the period under review. No measures had been adopted for the creation of any representative-empowered organs for the development of self-determination on the island. The Local Government Council, a purely consultative organ, had up to now still been denied any real powers by the Administering Authority. He was surprised by the accusation advanced by the Administering Authority that the Local Government Council was allegedly not showing any initiative. The best example of initiative on the part of the Nauruan Council was when it had placed before the 1959 Visiting Mission six concrete proposals regarding the broadening of its functions and powers. Yet, he said, the Administering Authority had categorically refused to accept even one of these proposals. The whole matter rested on the fact that the Administering Authority did not intend to create any empowered representative organs of government within the Trust Territory, apparently because it was afraid

that this might serve as a hindrance to the unhampered high-handedness of the British Phosphate Commissioners on the island. It was not surprising that from year to year in its reports the Administering Authority had pointed to the fact that the administration of the Territory was being carried out on the basis of an agreement signed in 1919 which handed all the rights for the mining of phosphate to the British Phosphate Commission. The officials of that Commission controlled the activities and the administration of the Territory, and they managed all the finances of the island. In conclusion, he introduced a proposal to the effect that on the next occasion when conditions in this Territory were being discussed the Australian delegation should include among its members representatives of the Nauruan Local Government Council.

52. The special representative of the Administering Authority stated that any organ of self-government should properly reflect the degree of political maturity of the people. If the Nauruans had not attained a sufficient degree of maturity to enable them to live under a system of the highest political evolution it was certainly no fault of theirs, nor, having regard to the circumstances of the island, could it be considered the fault of the Administering Authority. He gave the assurance that the fullest weight would be given to the views expressed on political advancement by all members of the Council.

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

53. The representative of Burma observed that there was in the Territory no Nauruan equal in status to European senior officers. He urged the Administering Authority to establish immediately a corps of Nauruan civil servants and senior administrative officers.

54. The representative of the United Kingdom believed that in this small Territory with its problematical future, a career in the public service might not perhaps offer quite the attractions of one in a larger and more diversified territory with a clearer future.

55. The representative of Paraguay stated that the possibility should be considered of training those who at present occupy posts in the public administration in order that they might improve themselves, and he would be pleased to have next year additional information in this regard.

56. The representative of Belgium noted with satisfaction that a considerable number of Nauruans were now employed in the Administration.

57. The special representative of the Administering Authority stated that nothing would please the Administering Authority more than to see Nauruans emerging capable of taking over the highest positions in their own land.

### **III. ECONOMIC ADVANCEMENT**

#### **Outline of conditions and recommendations adopted by the Trusteeship Council**

##### **GENERAL**

58. The Territory's sole export is phosphate, valued at £2,492,361 in 1958-1959 as compared with £2,421,898 in the previous year. Imports, chiefly from

Australia, totalled £1,013,674 as compared with £971,029 in the preceding year.

59. The Council, at its twenty-fourth session, bearing in mind that the agricultural land-use survey of Nauru carried out in 1954 had reached the conclusion that the back-filling of the worked-out phosphate areas was a practical impossibility and bearing further in mind that, even if such back-filling were possible, the prolonged enjoyment by Nauruans of a cash economy based on the phosphate industry would make their resorting to any large-scale agricultural activity unlikely, and considering, on the other hand, that individual gardening and farming might provide, if properly developed, additional revenue to a number of them and an improved diet to all, recommended that the Administering Authority continue and intensify its efforts to encourage Nauruans into such small-scale agriculture and farming.

60. In the report for the year under review, the Administering Authority stated that the response to its efforts to encourage agriculture had been disappointing and that this was due partly to the poor soils, and the irregular and inadequate rainfall but mainly to the Nauruans' preference to purchase their food at stores. However it was making renewed efforts to interest the people in home vegetable gardens and in breeding pigs and poultry.

61. At its twenty-sixth session, the Council adopted the following conclusions and recommendation:

*The Council notes the statement of the Administering Authority that the Commonwealth Scientific and Industrial Research Organization has re-examined the problem of making the worked-out phosphate lands cultivable and since, in the opinion of the CSIRO, there have been no scientific developments in this field since it gave its original opinion in 1954, it still believes that making this area cultivable is impracticable. The Council recommends that the Administering Authority continue to keep the problem under active consideration.*

*The Council notes with satisfaction the efforts that the Administering Authority has made to encourage Nauruans to engage in agriculture wherever possible and hopes that it will continue these efforts, particularly in the area surrounding the Buada Lagoon.*

#### FISHING INDUSTRY

62. The Council, at its twenty-fourth session, noting with satisfaction the steps which were now being taken to initiate a fishing industry to satisfy local needs on a sound basis in co-operation with the Nauru Local Government Council, welcomed the statement of the Administering Authority that the question of making channels for fishing canoes from the foreshore to the deep water as well as the construction of a cold-storage room for fish would be given attention, particularly in view of the sufficiency of funds at the disposal of the Nauru Local Government Council to provide for both projects at the same time.

63. The Administering Authority stated in its report for 1958-1959 that provision would be made for the refrigeration plant in its 1959-1960 budget. This plant for fish could at the same time provide a deep-freeze room for fresh meat, and a cool-room for such nutritional and dietary adjuncts as butter, eggs, fruit and vegetables. It would be erected as an annex to the Nauru Co-operative Society's butcher shop from which these foods would be retailed to the public. The Administering Authority also stated that the increased interest

shown by Nauruans in light-weight aluminium and fibre glass boats which could be carried over the reef would make it unnecessary to provide channels through the reef.

64. The Administering Authority also reported that in recent years fingerlings caught on the reef and transferred to grow in the lagoons had not been so plentiful as formerly. To overcome this shortage tilapia fry were introduced to the Territory by the Administration in May 1959, from the South Pacific Commission's ponds in New Caledonia. Within three months, they had made rapid growth and reproduced. The Local Government Council and the community were taking a keen interest in the experiment.

65. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council commends the Nauru Local Government Council for its initiative in providing cold storage facilities in an effort to develop the fishing industry and further commends the support the Administering Authority has given to this project. It hopes that special efforts will be made to encourage further the development of this industry by both the Administering Authority and the Nauru Local Government Council.*

#### PUBLIC FINANCE: DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

66. All expenses of the Administration are met by the British Phosphate Commissioners, out of the proceeds of phosphate sales, if not provided for by other revenue. Further revenue is obtained from import duties, postal services etc. There is no direct taxation, although the Nauru Local Government Council has certain powers to levy taxes which it has not yet exercised. Revenue received by the Administration during 1958-1959 totalled £350,344, as compared with £352,656 the previous year. This consisted of £330,597 paid by the British Phosphate Commissioners and £19,746 obtained from other sources. Expenditure totalled £357,759 in 1958-1959 compared with £357,396 during the preceding year.

67. During the year under review, shipments of phosphates from the Territory totalled 1,201,138 tons. In addition, 333,893 tons were exported by the British Phosphate Commissioners from Ocean Island and they also purchased and distributed a total of 549,264 tons of phosphate and 500 tons of phosphate dust from mining companies on other islands. The trading account for all operations during the year showed a net credit of £3,429,055 for phosphate sales and a net cost, including royalty and other payments, of £3,423,950.

68. In addition to the contribution made by the phosphate industry to the general revenue of the Territory, it also pays royalties to three funds set up for specific purposes. The Nauru Royalty Trust Fund is reserved for financing activities of the Local Government Council which are approved by the Administrator. The Fund is maintained from the proceeds of royalty at 7d. per ton of phosphate exported. Of this, 3d. per ton is reserved to meet the costs of construction of additional new houses for Nauruans. The Fund's income during 1958-1959 amounted to £50,719 and the credit balance at 30 June 1959 was £36,674 including £26,383 reserved to meet the cost of new houses.

69. Out of a royalty of 1s. per ton payable to the Nauruan landowners, 3d. is invested on their behalf in the Nauru Landowners Royalty Trust Fund. Payments

into this Fund during the year amounted to £19,074 and the balance at 30 June 1959 was £154,097. A separate royalty of 1s. per ton is paid into the Nauruan Community Long-Term Investment Fund, into which £86,350 was paid during the year and which had a credit of £345,910 at the close of the year under review.

70. Other payments by the British Phosphate Commissioners during the year were £39,503 in royalties paid direct to landowners and £1,673 in extending electricity to Nauruan homes. The total payments made by the Commissioners during the year either to the Administration or Nauruans amounted to £527,916 as compared with £429,040 in the previous year. Of this, however, £58,359 was for a retrospective adjustment for the period 1957-1958 arising out of the recent increases in royalty payments which became effective in the period under review.

71. The Council, at its twenty-fourth session, noting that general discussions on royalty rates were held in Canberra in April 1959 between the British Phosphate Commissioners and representatives of the Nauruan Community and of the Department of Territories, expressed the hope that the outcome of the discussions would be satisfactory to the Nauruans and commended the Administering Authority for directly associating representatives of the Nauruan Community in a matter which so closely affected their well-being. The Council requested the Administering Authority to inform it of the results of the discussions and to provide it with more comprehensive information on the operations of the British Phosphate Commissioners.

72. In its annual report for 1958-1959, the Administering Authority stated that at the conclusion of the talks it was agreed that the British Phosphate Commissioners would consider the whole question at the next meeting of the Board of Commissioners in June 1959, after which they would submit their firm views on the royalty position generally, and the two representatives of the Nauruans would report to the Local Government Council and submit any further observations they wished in the light of their discussions with the Council. The Administering Authority also stated that it would continue to include information on the operations of the British Phosphate Commissioners to the fullest extent feasible.

73. At its twenty-sixth session, the special representative informed the Council that the views of the British Phosphate Commissioners and of the Nauru Local Government Council on the question of royalty rates had been received and were at present being examined. He also informed the Council that, as from 1 July 1959, the royalty paid direct to landowners had been increased from 9d. per ton to 1s/1d per ton. This increase was a result of the normal triennial review of this particular royalty based on the price of phosphate.

74. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council commends the Administering Authority for the increase in the royalty rate paid direct to landowners.*

*The Council notes the statement of the Administering Authority that the general review of royalty rates begun last year has reached the stage where the submissions of the British Phosphate Commissioners and of the Nauru Local Government Council are now being examined. The Council requests the Administering Authority to furnish it with appropriate information regarding the views submitted by the two parties in*

*order that it may reach a better understanding of the matter. The Council reiterates the view that any increases resulting from this review should be applied mainly to the Nauruan Community Long-Term Investment Fund.*

*The Council, believing that the information provided to it concerning the operations of the British Phosphate Commissioners in Nauru does not enable it to express a considered opinion on the equitableness of the royalty rates being paid, reiterates its recommendation on this subject adopted at its twenty-fourth session that the Administering Authority provide it with more comprehensive information.*

## LAND

75. Practically all the land in the island is owned by individual Nauruans, who acquired it by inheritance. Of the 214 acres not so owned, 207 acres belong to the Administration, two acres to the British Phosphate Commissioners, and five acres to two religious missions, the land having been granted to them by the Nauruan landowners.

76. Of the 101 acres of non-phosphate land owned by the Administration, ninety-seven were acquired in 1952 for the purposes of an aerodrome. Provision has been made to compensate the owners of the land for its use but many owners still object to the acquisition and have failed to register their claims for compensation.

77. The question was discussed by the Nauru Local Government Council with the 1959 Visiting Mission, which gained the impression that, while individuals concerned objected to the cutting down of their coconut trees, the main complaint was that the airfield had, generally speaking, remained unused. This impression was confirmed by the Council members, who stated that they would consider withdrawing their objections if the airfield were to be used for regular flights.

78. In observations submitted to the Mission, the Administering Authority stated that it fully appreciated the outlook of individual land and food-tree owners, but it was convinced that the aerodrome should remain as it ensured a means of alternative communication for that isolated community in the event that sea transport was interrupted or was too slow, in an emergency.

79. The Council, at its twenty-fourth session, noting with regret the observations of the Administering Authority with regard to the regular use of the airstrip and, in particular, the opinion of the Australian Department of Civil Aviation that it was not likely that Nauru could be included in any commercial route, nevertheless, recommended that the Administering Authority actively examine the practicability of using the airstrip by flights possibly subsidized by it and by the British Phosphate Commissioners, particularly in view of the fact, which the Administering Authority itself recognized, that the regular use of the airstrip might well play an influential part in the future of the Nauruans.

80. In its report for the year under review, the Administering Authority stated that it had given full consideration to the Council's recommendation and had decided that, as the regular shipping services maintained between Australia and Nauru were adequate to cope with the normal passenger and freight requirements of the Territory, the provision of an air transport service by way of subsidized flights was not warranted. The airstrip would be maintained and be available for emergency use for medical and other purposes.



81. The area of 99.53 acres usually referred to as the "Wireless Station Land" is included in the freehold land owned by the Administration. Documents have been located establishing beyond doubt that the land was purchased from Nauruan owners by the German administration in 1913. In March 1958, translations of the documents were supplied to the Local Government Council, which was invited to inspect photostats of the original documents. No further action was taken until the Council raised the question of ownership with the 1959 Visiting Mission.

82. After discussing the matter with the Administering Authority and the Local Government Council, the Mission suggested that the question be examined as to whether the Local Government Council and/or the individual Nauruans could take this land ownership matter to court. The Administering Authority stated in its annual report for 1958-1959 that this question could be litigated in the Central Court of Nauru and that the Local Government Council had been so informed.

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

#### **GENERAL**

83. The representative of the United Arab Republic hoped that the efforts of the Administering Authority in the field of agriculture would be reinforced by the assistance of the Food and Agriculture Organization of the United Nations.

84. The representative of India stated that, in view of the possibility that many Nauruans might want to remain on their island, his delegation had suggested at previous sessions that an effort should be made to rehabilitate the land. Even if the Nauruans had to leave in thirty or forty years, he considered that every effort should be made to explore repeatedly the possibility of regenerating the land and making it possible for the Nauruans to grow some of the food they now import.

85. The representative of Paraguay was concerned about the participation of Nauruans in the economic life of the island. He would like to hear that something had been done in the way of enabling Nauruans to assume administrative posts in the exploitation of the phosphate.

86. The representative of the Union of Soviet Socialist Republics recalled that, at the twenty-fourth session of the Council, the Indian delegation had introduced a proposal to the effect that the Administering Authority, with the assistance of the United Nations and its specialized agencies, should carry out a careful scientific survey of conditions on the island of Nauru in order to establish what should be the means of reclaiming the soil, and also propose complete plans for the development of the island's economy. He was of the opinion that the Council should consider this proposal as carefully as it could and finally adopt it as its own at its present session.

87. The special representative of the Administering Authority stated that it was a matter of astonishment that the subject of the restoration of the worked-out phosphate lands had been brought up again after the proposition had been proved to be so impracticable. Referring to criticism that the Administering Authority had not consulted the Food and Agriculture Organization on this matter, the special representative stated that the sole reason was that the Administering Authority did not seek to take from the less developed countries of the world any of the efforts and money which FAO

was capable of providing merely to prove what appeared to be an unprovable proposition.

#### **FISHING INDUSTRY**

88. The representative of Burma believed that, unless heavily subsidized and provided with all facilities for its sound development, the fishing industry would prove to be a hopeless failure.

89. The representative of Belgium was pleased to learn that an order had been placed for cold storage facilities which would make it possible to store fish.

#### **PUBLIC FINANCE: DEVELOPMENT OF ADEQUATE PUBLIC REVENUE**

90. The representative of Burma stated that the British Phosphate Commissioners who had been exploiting Nauru's only resource since 1919 had not been able to accede to the Nauruans' wishes that the royalty rates be revised.

91. The representative of the United Arab Republic hoped that the Nauruan people would be given representation on the governing board of the phosphate industry.

92. The representative of China hoped that the views of the Local Government Council in the matter of royalty payments would be given urgent and most favourable consideration when the question came up for a general review.

93. The representative of France felt that the substantial surplus in the Nauruan funds was an excellent guarantee for its future.

94. The representative of India requested the Administering Authority to give serious consideration to the suggestion that it include in its delegation a representative of the British Phosphate Commissioners, who would be in a better position to supply adequate information. He hoped that when the new increased rates of royalty were decided upon, they would be given retrospective effect so as to compensate for the delay that had taken place.

95. The representative of the USSR stated that the agreement of 1919 provided that the Administrator of the Territory might not interfere in the activities of the British Phosphate Commission. As the special representative had said, the Administrator had no right of control over the Commission's activities and he was not provided with information with regard to them. Therefore, it was not at all surprising that for three consecutive years now the members of the Trusteeship Council had been trying in vain to obtain from the special representative information on the price scales for phosphates, the financial activities of the British Phosphate Commission, and so on. Such information the special representative had not obtained at all because it formed part of very carefully guarded secrets of the Commission itself. Apparently, such secretiveness was the result of the desire of the Administering Authority to maintain the myth that the Commission yielded no profits. The figure of £2 per ton for Nauruan phosphate was very low and not to be compared with the prices obtained in the world markets. The whole of the royalties accruing during the past five years, from 1955 to 1959 inclusive, from the exploitation of the phosphate deposits in Nauru amounted to only approximately 5 per cent of the price of the phosphate that had been removed during that period. All this data completely contradicted the legend of the so-called non-profit operation of the



British Phosphate Commission. It was necessary to point out that, even on the basis of the present rather low and arbitrarily established rates fixed by the Administering Authority for the phosphate being removed from the island, the Nauruans still had coming to them substantial sums for phosphate removed in the past. Therefore, the Council was here concerned with a rapacious exploitation of the natural resources of the island from which the Nauruans obtained very, very small amounts of money. During a few decades, some 25 million tons of phosphate had been shipped to Australia, New Zealand and the United Kingdom, and that had made it possible for those countries to economize considerably on the sums which they would otherwise have had to expend for the purchase of more expensive phosphate from other parts of the world. The time had come when the Administering Authority must return at least part of this money to the population of the Trust Territory. It was money which would make it possible for the Nauruans—with the assistance of the Administering Authority, the United Nations and the specialized agencies—to study all the possible means of developing Nauruan economy and to carry out measures for the reclamation of the soil which had deteriorated as the result of the mining of phosphate, as well as creating new forms of industry on the island and developing agriculture, fisheries, and so on. He also expressed his support of the proposal that the Administering Authority be asked to include in its delegation representatives of the British Phosphate Commissioners.

96. The special representative of the Administering Authority stated that the production and marketing of phosphates was a joint enterprise of the most involved and costly kind. The British Phosphate Commissioners were not rapacious exploiters nor was there anything sinister in the fact that this organization had been set up by the three Governments jointly making up the Administering Authority. The Australian Government had been placed by the Governments in the special position of constituting a point of balance through which proper weight could be given to the rights and aspirations of the Nauruans and the factors involved in the extraction of phosphates.

#### LAND

97. The representative of the USSR pointed out that the Administering Authority did not recognize for the Nauruans the principle of the rights of people to dispose of their own natural resources. The right of ownership of phosphate deposits had been handed over, illegitimately, to the British Phosphate Commissioners in accordance with article 6 of the 1919 agreement. As to the right of Nauruans to own land, by virtue of article 7 of the same agreement that had been converted into a mere right to claim compensation for the loss of right of ownership. In these circumstances, if no measures were taken by the United Nations the population of the Territory would be confronted with the *fait accompli* of the conversion of the island into a desert. Thus, the British Phosphate Commissioners, which had no relationship to the International Trusteeship System, was in fact determining the future fate of the Trust Territory. The United Nations must, therefore, before it was too late, intervene resolutely in the situation. It must speak out in favour of the return to the indigenous inhabitants of the Territory of the right to the land and to the phosphate deposits. It must speak out in favour of control over the activities of the British Phosphate Commission by re-

presentative organs of the Nauruans and for participation by the indigenous inhabitants in decisions regarding the rate of exploitation of the phosphates, the prices at which they were to be sold and the royalties which the Nauruans were to receive.

### IV. SOCIAL ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### PUBLIC HEALTH

98. The Administration and the British Phosphate Commissioners provide medical and dental services free of cost. Expenditure on health services during the year under review amounted to £62,341, as compared with £61,195 in the preceding year. The estimated expenditure for 1959-1960 is set at £61,596.

99. Medical staff employed by the Administration consisted of sixty-nine persons at 30 June 1959; fourteen of the additional staff were, however, classified as domestic staff. The staff included six Europeans (government medical officer-in-charge, dental officer, matron and three nurses), five Nauruan medical practitioners, and fifty-eight other Nauruan medical staff.

100. The Administration General Hospital is equipped to provide for the treatment of in-patients and out-patients. Facilities include out-patient, dental and child welfare clinics, pathology and radiography departments, and separate wards for maternity and other cases requiring special treatment. The Administration plans to add a post-natal annexe and to increase the number of beds in the children's and maternity wards.

101. Ten maternity and child welfare clinics are maintained at suitable locations in the districts. With the public transport services now available, the Administration has decided to close the two district out-patients clinics and provide out-patient treatment at the General Hospital where full services are available at all times.

102. The British Phosphate Commissioners maintain two well-equipped hospitals, one for European employees with fifteen beds and the other with 140 beds for Chinese and Gilbert and Ellice Island employees. The staff during the year under review comprised a European medical officer, a trained nurse, a dispenser and twenty-eight trainee nurses and orderlies.

103. At its twenty-fourth session, the Council commended the Administering Authority for the efforts it continued to make in the field of public health, and expressed its confidence that the measures being undertaken for the prevention and control of diseases, particularly tuberculosis, would result in success and that it would continue with every possible means to encourage Nauruans to equip themselves professionally in the medical, nursing and sanitation branches of health work.

104. The Administering Authority stated in its report for 1958-1959 that it had continued its preventive measure against tuberculosis and that a new X-ray of every person on the island had shown up four new cases. During the year under review, two youths were studying at Suva one taking the Assistant Medical Practitioners' course and the other the Assistant Dental Practitioners' course. Two girls were training at an Australian hospital. One completed her mothercraft training in Australia and was the first Nauruan to become a trained nurse with qualifications registrable in Australia. On her return to Nauru, she was appointed to take charge of the children's ward at the Administra-

tion hospital. Another girl was taking a pre-nursing course of general education in Australia before commencing her mothercraft training. The Nauruan Medical Assistant (pathologist) and a Nauruan assistant medical practitioner visited Australia, the former for advanced training in aspects of identification and treatment of Hansen's disease and bacteriology, and the latter to attend a post-graduate course in medicine.

105. Following a recent dietary survey which showed that although the total calorie intake of the average Nauruan was adequate, there was a low intake of thiamine and vitamins A and C, a joint dietary committee comprising the Administrator, the Government Medical Officer, the Director of Education and the Head Chief, the Secretary and the Treasurer of the Nauru Local Government Council was appointed to deal with the problem. This committee will interpret the recommendations of the report of the survey to the Nauruan community and endeavour to obtain its full co-operation in dietary matters. It will plan and introduce improved dietary habits and more suitable foods and proposes to introduce a milk scheme for school children. As a first step, limited quantities of enriched foodstuffs have been made available. If the people reacted favourably to the extensive publicity which has been given to the need to improve the present diet, the Administering Authority stated that arrangements would be made to import sufficient quantities of foodstuffs to meet all requirements.

106. At its twenty-fourth session, the Council also noted with satisfaction the efforts of the British Phosphate Commissioners to control the phosphate dust and the statement of the Administering Authority that the Government Medical Officer was to undertake a new analysis of the dust. It expressed the hope that the results of those measures would be satisfactory to the Nauruan people and drew the attention of the Administering Authority to the offer of co-operation in this matter made by the representative of the World Health Organization.

107. In the report under review, the Administering Authority stated that the Commonwealth Analyst, Australia, after analysing a sample of phosphate dust, reported that it contained no beryllium and only 0.1 per cent of silica which he did not regard as significant. This meant that there could be no chance of any pneumoconiosis from this dust. Nauru medical records, especially those of the tuberculosis survey, also confirmed this. It further stated that the offer of WHO was greatly appreciated, but the Administering Authority felt that the experiments and investigations currently being carried out by the British Phosphate Commissioners would bring about a solution of the problem as early as was practicable. The assistance so kindly offered would not, therefore, be necessary.

108. At its twenty-sixth session, the Council adopted the following conclusions:

*The Council commends the Administering Authority for the efforts it continues to make in the field of public health, particularly in nutrition, including the free issue of milk to school children, and in the prevention of tuberculosis.*

*The Council notes the progress that has been made in the training of Nauruan medical and health personnel and hopes that efforts in this direction will be continued.*

*The Council notes the continued efforts of the British Phosphate Commissioners and the Administering Author-*

*ity to control the phosphate dust and the statement of the Administering Authority that an analysis of this dust has shown that the very low silica content means that there can be no chance of pneumoconiosis resulting from it.*

*The Council takes note of the observations of the World Health Organization (T/1518) and commends them to the attention of the Administering Authority and suggests that it seek the assistance of WHO whenever it is considered necessary.*

## LABOUR

109. At its twenty-fourth session, the Council, recalling its previous suggestions that the Administering Authority should take appropriate measures to eliminate any differentiation in pay scales and working hours between Nauruan and immigrant groups, noted the statement of the Administering Authority that employment conditions on Nauru were at present under review and that on completion of the review, information thereon would be made available to it.

110. During the year 1958-1959, Nauruans employed by the British Phosphate Commissioners received the basic wage and dependants' allowance, which at the close of the year under review stood at £5-19s. and 13s.1d. per week, respectively, plus a margin for skill and length of service, this amount varying from £1 to £7-10s. per month. Payment for overtime was at one and a half times the ordinary hourly rate for the first four hours, double rate being paid for time in excess of this. The rates of pay for Chinese and Gilbert and Ellice Island workers were £9-4s. a month for unskilled workers and from £17-10s. to £19 a month for tradesmen. In addition, free rations, clothing and accommodation were supplied by the employer. Overtime, which averages three hours a week, was paid at the rate of 2s. per hour for working days and 2s. 8d. an hour for holidays in the case of unskilled workers, and at the rate of 4s.3d. and 5s.8d. an hour, respectively, in the case of tradesmen. A bonus at the rate of 3s.4d. per ton of phosphate was paid by the British Phosphate Commissioners to all workers engaged in the field on the raising, transportation and primary crushing of phosphate. The Administering Authority stated that the differences that existed between workers with regard to wage rates were not the result of discrimination on grounds of race, but were brought about by differing standards of education, experience, qualifications and work output.

111. At its twenty-sixth session, the Council adopted the following conclusion:

*The Council notes the statement of the Administering Authority that differences that exist between workers regarding wage rates are the result of differing standards of education, experience, qualifications and work output.*

*The Council, recalling its previous recommendations concerning the elimination of any differences in the length of the standard work-week, urges the Administering Authority to make further efforts to remove the existing disparities in working hour between Europeans and other workers employed by the British Phosphate Commissioners.*

## VISIT OF NAURUANS TO THE TRUST TERRITORY OF THE PACIFIC ISLANDS

112. On 11 May 1959, fifty-eight Nauruans left Nauru on MV "Roque" to visit relatives and friends in

the Marshall and Caroline Islands, thus fulfilling their long-expressed desire, which both the Council and its Visiting Missions have supported. The Administering Authority stated in its report that the many arrangements necessary to enable the visit to take place, including the charter of the ship, were completed with the fullest co-operation and assistance of the Government of the Trust Territory of the Pacific Islands and of the Nauru Local Government Council. The party returned on 10 September 1959.

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

#### **PUBLIC HEALTH**

113. The representative of Burma stated that the phosphate dust would still remain a health hazard. The macadamizing of a few miles of the main road would give only those Nauruan homes flanking the road the benefit of a dust-free atmosphere. He believed that the Administering Authority should encourage communities to compete with one another in the improvement of their environment as recommended by WHO.

114. The representative of the United States of America noted that the health standards of the island continued to improve.

115. The representative of the United Arab Republic noted that there was still no clue as to why tuberculosis was rampant on this island and hoped that further investigations would be conducted, possibly with the assistance of WHO, to find out the real causes of this disease. He also urged the Administering Authority to consider seriously the suggestion made by WHO during the twenty-fourth session that steps be taken towards organizing a home visiting service to help improve the care of mothers and children.

116. To consolidate its achievements in the field of public health, the representative of China hoped that the Administering Authority would take the counsel of WHO for a more dynamic programme of health education of the public in support of the Administration's programme for health improvement.

117. The representative of France noted that sixty-three members of the medical personnel out of a total of sixty-nine were of Nauruan origin, and that some of those indigenous inhabitants were carrying out very important functions, such as government medical officers, dentists, nurses and midwives.

#### **LABOUR**

118. The representative of the Union of Soviet Socialist Republics supported the proposal of the delegation of India to the effect that the Trusteeship Council should adopt a recommendation for the elimination of racial discrimination in labour legislation, in the matter of salaries and so on.

#### **HOUSING**

119. The representative of Burma noted that many houses continued to be built by private enterprise, despite the assurances by the Administering Authority that housing did not constitute a problem. He noted that the provision of electricity was proceeding very slowly.

## **V. EDUCATIONAL ADVANCEMENT**

### **Outline of conditions and recommendations adopted by the Trusteeship Council**

#### **GENERAL**

120. Education in the Territory is compulsory and free and, in Administration schools, secular, for all children between the ages of six and fifteen (if European) and seventeen (if Nauruan). At 30 June 1959, there were 645 pupils in Administration schools and 239 pupils in the Roman Catholic Mission School. Expenditure on education in 1958-1959 was £48,099, compared with £36,933 in the preceding year.

121. Nauruans participate in the formation of education policy through the Education Advisory Committee, which was set up in 1953 and acts as a liaison body on educational matters between the Nauru Local Government Council and the Education Department. The Committee is made up of the Director of Education, senior European and Nauruan teachers, and three representatives of the Council. Three meetings were held during the year.

122. Primary education is provided by the Administration through its Consolidated Primary School which includes four district kindergartens, and lower primary schools, the European Primary School and the Gilbert and Ellice Islanders' School. The kindergartens were attended by eighty-six Nauruans, eleven Europeans, one Chinese and two Gilbert and Ellice Islanders. Three Chinese attended the European Primary School. The number of children enrolled at Administration primary schools during 1958-1959 was 466. Enrolments at the Roman Catholic Mission School totalled 215, including 203 Nauruans and twelve Gilbertese.

123. Secondary education is available at the Administration Secondary School which had an enrolment of sixty-one during 1958-1959, and at the Roman Catholic Mission School which had twenty-four students. Less than one-tenth of the school population is attending secondary schools in Nauru which the Administering Authority attributes to the low birth-rate and high infant mortality rate during the war years.

124. The number of fully qualified teachers consists of nine in the Administration schools and three in the Roman Catholic Mission School. The twenty-one Nauruan teachers are unqualified, with the exception of one fully qualified teacher at the Consolidated Primary School and another teaching domestic science at the Secondary School. The nineteen who are unqualified have many years of practical experience and form a valuable part of the teaching staff. Three Gilbertese teachers are on the staff on the Gilbert and Ellice Islanders' School.

125. At 30 June 1959, there were thirty-three Nauruans and two Gilbert and Ellice Islanders studying or apprenticed in Australia, one Ellice Islander in New Zealand and four Nauruans in Fiji. Of the thirty-five in Australia, seventeen were at the secondary stage (including technical secondary), fourteen of whom were Administration scholarship-holders. The remainder were receiving vocational training, five as Administration scholarship-holders, two under Roman Catholic Mission sponsorship, two as apprentices, five as Administration cadets, two as Administration nursing trainees and two were receiving practical on-the-job training.

126. At its twenty-fourth session, the Council commended the Administering Authority for the continued

progress made in the educational field and expressed the hope that it would stimulate community interest by increasing the activities of the Education Advisory Committee. It also hoped that the Administering Authority would continue to assist Nauruans to further their studies at institutions of higher learning, and to avail themselves of scholarship offered by Members States of the United Nations. It recommended that the Administering Authority should constantly bear in mind the need to enable Nauruans to qualify for higher posts in the Administration as well as to equip themselves to earn their living should their future lie elsewhere than on Nauru.

127. In its report for the year under review, the Administering Authority stated that it would continue to assist Nauruans to further their studies and that the instruction available to Nauruans in the vocational and technical fields was designed to meet the needs referred to by the Council.

128. At its twenty-sixth session, the special representative informed the Council that, at the beginning of the school year for 1960, the number of pupils attending the Administration secondary school in Nauru had risen from sixty-one to 108 while the number attending the mission secondary school had risen from twenty-four to thirty-two.

129. At its twenty-sixth session, the Council adopted the following conclusions and recommendations:

*The Council commends the Administering Authority on the progress made in the educational field for the year under review. It notes with satisfaction the encouraging increases in the number of secondary school pupils which should make it possible for a greater number of students to be sent to Australia and abroad for advanced study in due course.*

*Bearing in mind the importance of the relationship of adequate incentives to scholastics performance, the Council urges that the Administering Authority and the leaders of the Nauruan community give earnest consideration to ways and means to ensure that students take full advantage of all education opportunities afforded them. In this connexion, the Council reiterates its previous recommendation that the Administering Authority bear constantly in mind the need to assist Nauruans to qualify for higher posts in the Administration and with the British Phosphate Commissioners.*

*The Council also expresses the hope that the Administering Authority will continue its efforts to raise the educational standard of the Nauruan people, giving due emphasis to vocational, technical and commercial training, so as to enable them to face the future with confidence.*

*The Council takes note of the observations of the United Nations Educational, Scientific and Cultural Organization (T/1517) and commends them to the attention of the Administering Authority.*

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

##### **GENERAL**

130. The representative of Burma felt that something must be wrong with the Nauruan educational system, otherwise there would not be so many cases of failure in Australian schools. He believed that the whole secondary educational system would have to be revised.

131. The representative of the United States of America hoped that continued efforts in this field by the Nauruans and the Administering Authority would enable Nauruans to take full advantage of all the educational opportunities afforded them and thereby to qualify for all positions of responsibility in the private and public life of their people.

132. The representative of the United Arab Republic hoped that the Administering Authority would not only inform the Nauruans of the scholarships that are offered by Members of the United Nations but would also encourage them to use those available scholarships that might be desirable. He believed that the use of such scholarships might widen the horizon of this so far self-contained small community.

133. The representative of Italy believed that education was the key to the life of the Nauruans whether their future lay in resettlement or in the attempt at making possible life in the island itself.

134. The representative of the United Kingdom felt that the disappointing results obtained by some Nauruan students in their higher studies could not reasonably be held to reflect on the educational facilities provided in Nauru itself. It was understandable that students from a small island should take some time and encounter some difficulties in adapting themselves to life and study in a distant country.

135. The representative of India was disappointed to find that there appeared to be a decline in the progress in the field of education. He hoped that the Administering Authority would give this very serious and urgent consideration because he was convinced that, in spite of all the material benefits that the Administering Authority made available to the Nauruans the problem of education was perhaps more important from the long-term point of view. He also trusted that the Administering Authority would take speedy steps towards the achievement of an integrated system of education in the Territory itself.

136. The representative of Paraguay hoped that the Administering Authority would put into effect a broader programme of fellowships, and, in particular, that it would turn its attention to elementary and secondary studies, with the aim of enabling young people who wished to do so to seek professional instruction abroad without difficulty.

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

##### **Outline of conditions and recommendations adopted by the Trusteeship Council**

137. At its twenty-fourth session, the Council, recalling the recommendation adopted at its twenty-second session, noted the assurance given by the Administering Authority that it would continue to adopt plans for the advancement of the Nauruans in all fields whenever it was satisfied that they would assist in promoting the objectives of the Trusteeship System, and would provide the Nauruans with the educational and vocational training which they might require if and when they were settled outside the Territory.

138. The Council expressed the hope that the Administering Authority would continue in this manner

and would adopt such plans, when appropriate with target dates, and taking into account the particular circumstances of the Territory and the freely expressed wishes of the Nauruan people in accordance with Article 76 b of the Charter.

139. In its annual report for 1958-1959, the Administering Authority stated that it would continue to adopt plans for the advancement of the Nauruans in all fields whenever it was satisfied that they would assist in the promotion of the objectives of the Trusteeship System and would provide the Nauruans with the educational and vocational training which they might require under the changed circumstances in which they might find themselves if and when they were resettled outside the Territory.

140. At its twenty-sixth session, the Council adopted the following conclusions:

*The Administering Authority states that it will continue to adopt plans for the advancement of the Nauruans in all fields whenever it is satisfied that they will assist in the promotion of the objectives of the Trusteeship System and will provide the Nauruans with the educational and vocational training which they may require under the changed circumstances in which they may find themselves if and when they are resettled outside the Territory. The Council hopes that the Administering Authority will continue in this manner and will adopt*

*such plans, when appropriate with target dates, taking into account the particular circumstances of the Territory and the freely expressed wishes of the Nauruan people in accordance with Article 76 b of the Charter.*

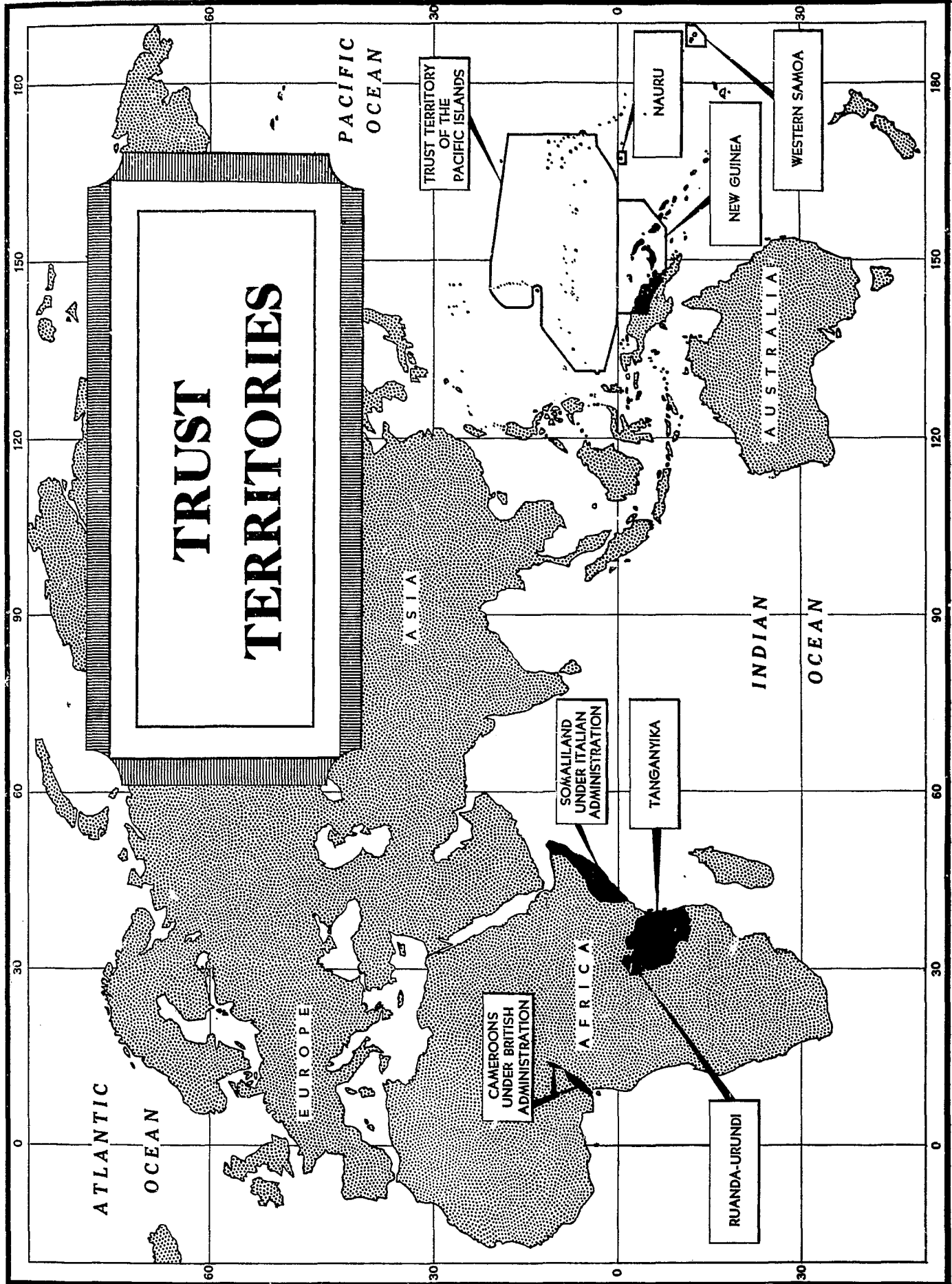
#### **Observations of members of the Trusteeship Council representing their individual opinions only**

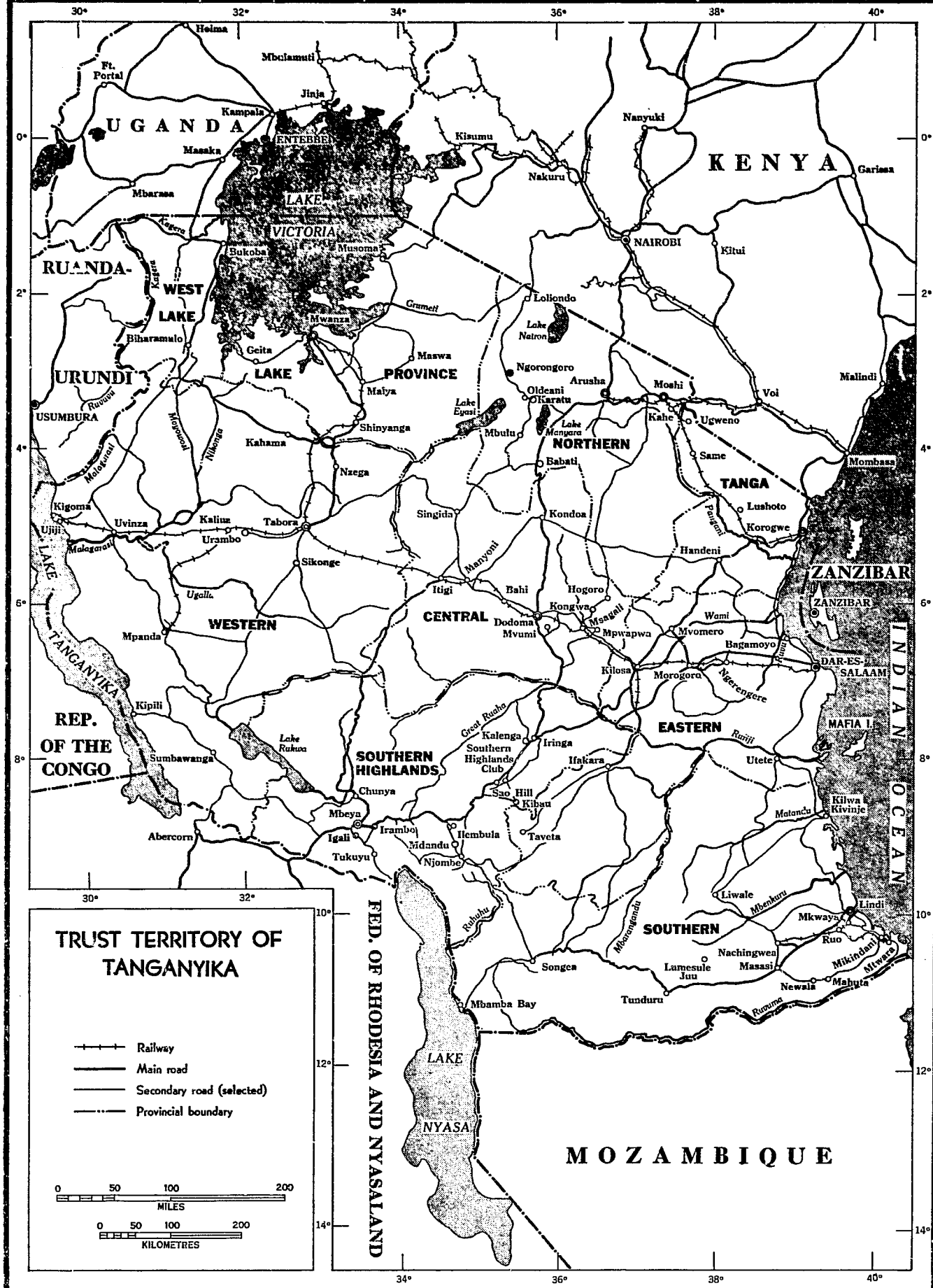
141. The representative of Burma thought the Council would be failing in its duty unless by next year it had received an answer from the Administering Authority as to when Nauru would achieve the objective of the Trusteeship system.

142. The representative of the Union of Soviet Socialist Republics found nothing in the annual report regarding the measures which the Administering Authority would have had to take in order to carry out the provisions of the resolution of the General Assembly with regard to the setting up of target dates for the attainment by the Trust Territory of self-government or independence. The Administering Authority did not have such plans since it did not believe in the future of the Trust Territory, he continued. He was happy, on the other hand, to hear statements from certain other representatives to the effect that it was necessary to fulfil the Trusteeship Agreement. He considered that this was the basic issue in connexion with the examination of the Trust Territory and its future.

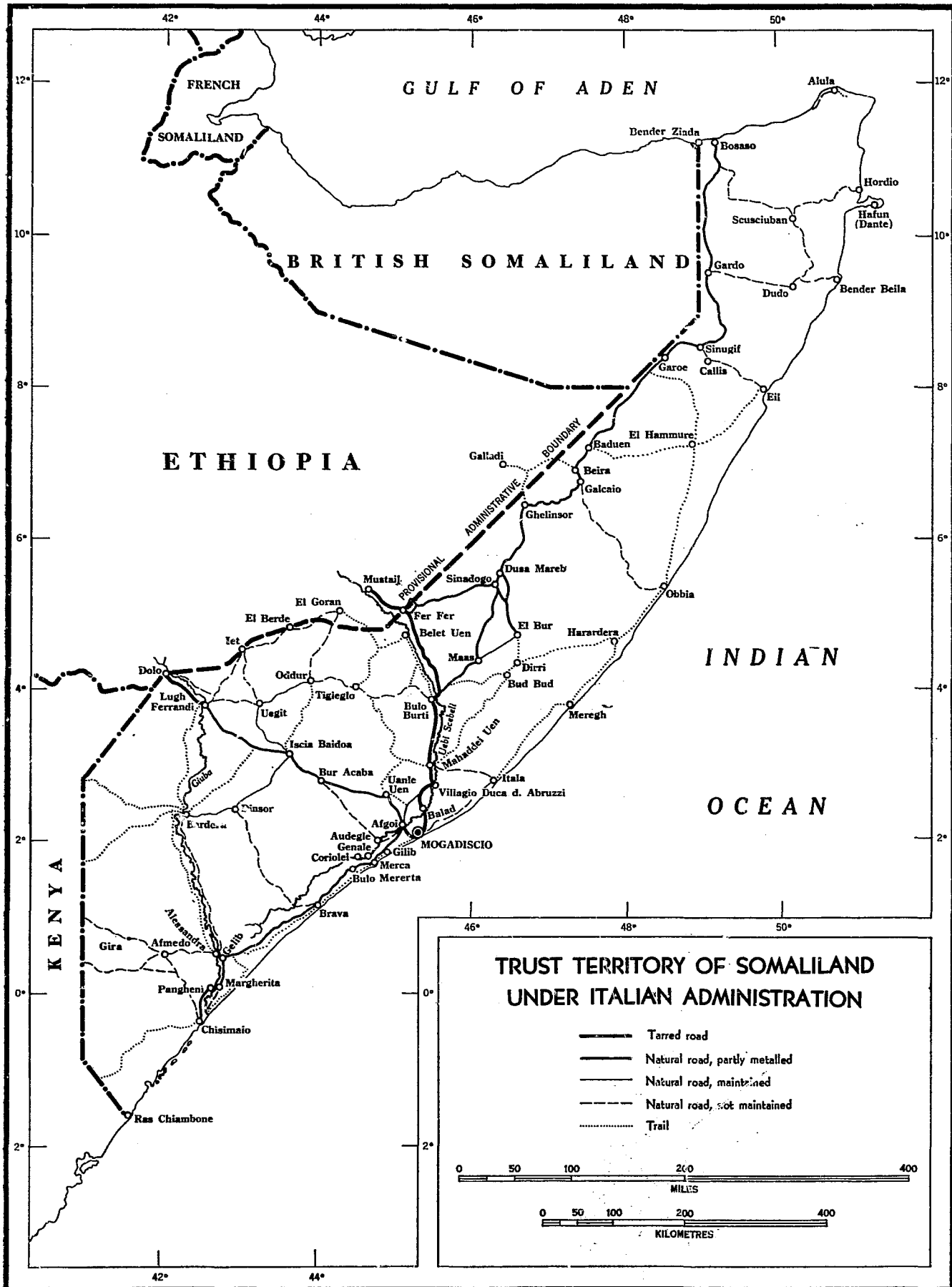






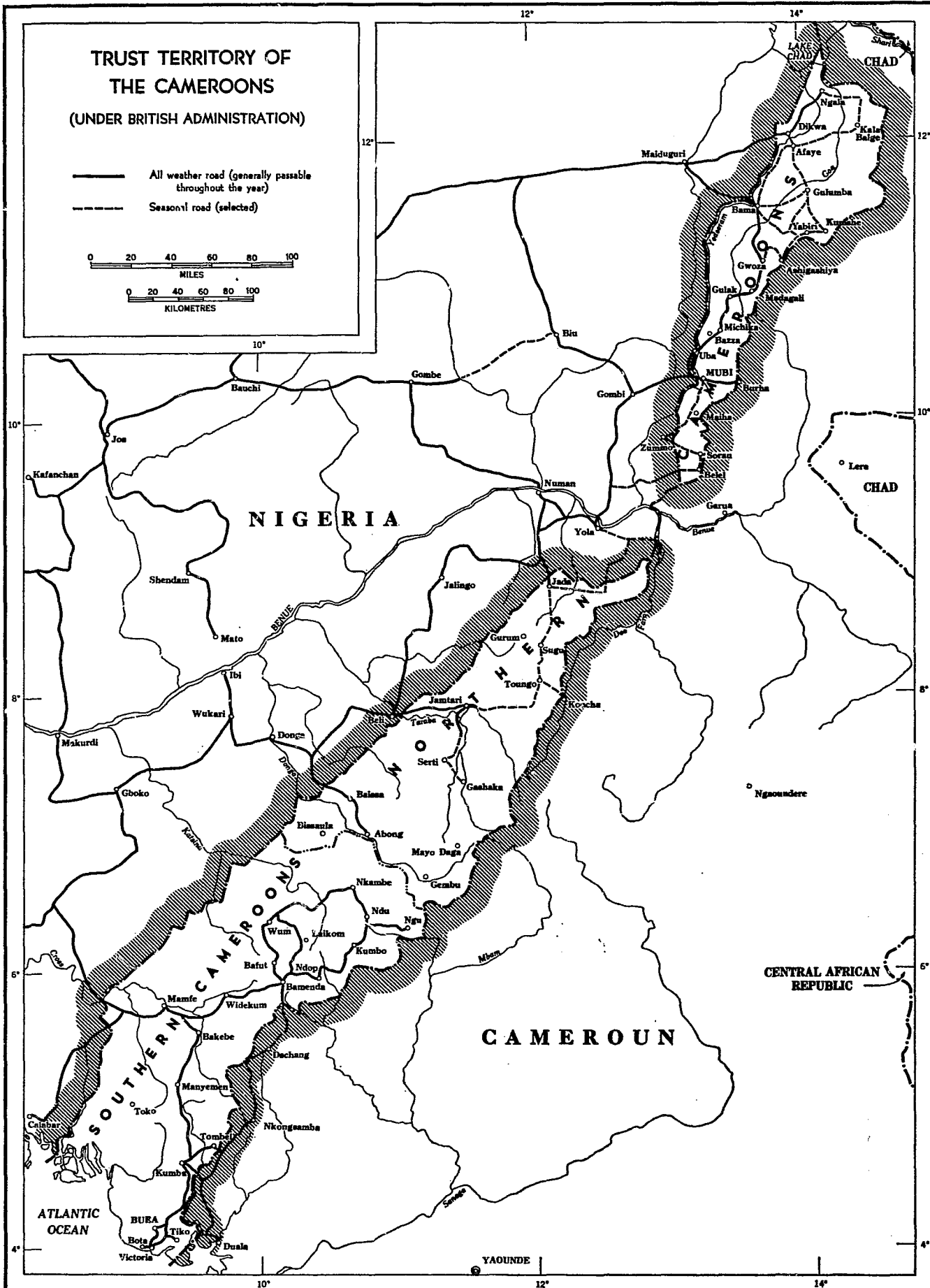
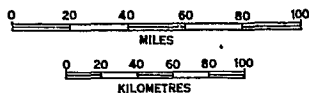






**TRUST TERRITORY OF  
THE CAMEROONS**  
(UNDER BRITISH ADMINISTRATION)

— All weather road (generally passable  
throughout the year)  
- - - Seasonal road (selected)





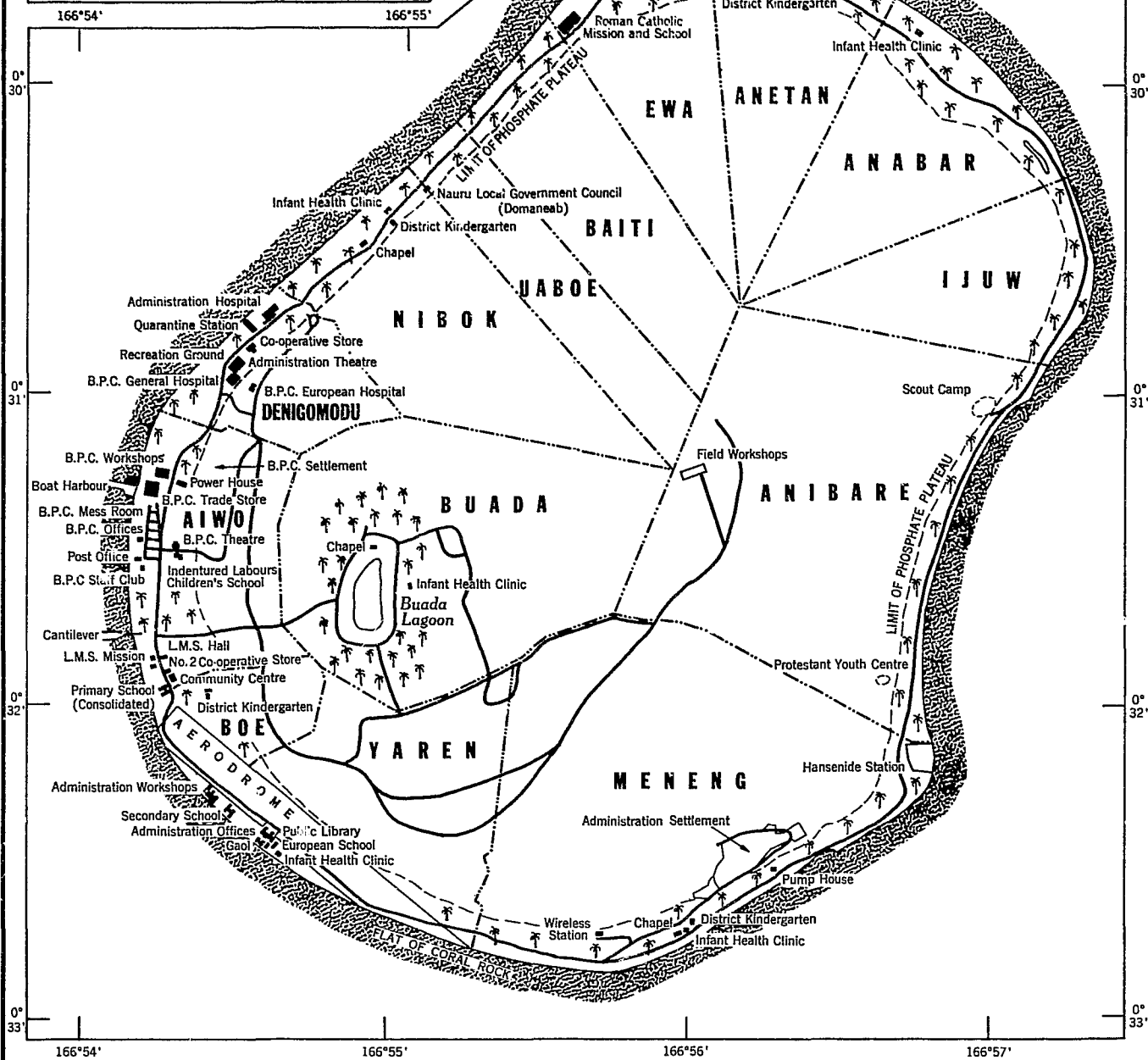




# TRUST TERRITORY OF NAURU

(UNDER AUSTRALIAN ADMINISTRATION  
FOR AUSTRALIA, NEW ZEALAND AND UNITED KINGDOM)

- Road
- - - District boundary
- 椰子 Coconut area





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B. Wüllerstorff, Markus Sittikusstrasse 10, Salzburg.

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Elwert & Meurer, Hauptstrasse 101, Berlin-Schöneberg.

Alexander Horn, Spiegelgasse 9, Wiesbaden.

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Publishers United, Ltd., Lahore.

Thomas & Thomas, Karachi, 3.

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