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

(covering its work during 1967)

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### CHAPTER XXIII

UNITED STATES VIRGIN ISLANDS, BRITISH VIRGIN ISLANDS, ANTIGUA,  
DOMINICA, GRENADA, MONTSERRAT, St. KITTS-NEVIS-ANGUILLA, ST. LUCIA,  
ST. VINCENT, BERMUDA, BAHAMAS, TURKS AND CAICOS ISLANDS, CAYMAN  
ISLANDS, FALKLAND ISLANDS (MALVINAS) AND BRITISH HONDURAS

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\* This document contains Part I of chapter XXIII of the Special Committee's report to the General Assembly. The general introductory chapter has been issued under the symbol A/6700 (Part I). Other chapters of the report have been reproduced as addenda.

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

A. UNITED STATES VIRGIN ISLANDS, BRITISH VIRGIN ISLANDS, ANTIGUA,  
DOMINICA, GRENADA, MONTSERRAT, ST. KITTS-NEVIS-ANGUILLA,  
ST. LUCIA, ST. VINCENT, BERMUDA, BAHAMAS, TURKS AND CAICOS  
ISLANDS AND CAYMAN ISLANDS

1. The Special Committee first considered these Territories in 1964. The conclusions and recommendations reached by the Special Committee are contained in its report to the nineteenth session of the General Assembly.<sup>1/</sup>
2. In its conclusions and recommendations concerning the United States Virgin Islands, the Special Committee invited the administering Power to ensure that the people of the Territory be enabled, in complete freedom and without any restrictions, to express their wishes concerning the future political status of the Territory. The Committee also expressed the hope that the administering Power would provide it with all the relevant information concerning steps it had taken in pursuance of General Assembly resolution 1514 (XV). It further invited the administering Power to transmit to the General Assembly information concerning the elections, the Constitutional Convention to be convened in December 1964 and the resulting recommendations and developments, so as to enable the Assembly to take suitable decisions. To this end, the Special Committee recommended the sending of a visiting mission to the Territory in consultation with the administering Power.
3. With regard to the British Virgin Islands the Special Committee noted that there seemed to be movements in this Territory in favour of remaining outside the proposed federation of Leeward and Windward Islands and investigating instead the possibility of an association with other neighbouring Territories. The Special Committee invited the United Kingdom of Great Britain and Northern Ireland to accelerate the constitutional process so that the people might decide their future in accordance with their own wishes and within the framework of the Declaration contained in General Assembly resolution 1514 (XV) of 14 December 1960.

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<sup>1/</sup> Official Records of the General Assembly, Nineteenth Session, Annex No. 8  
(A/5800/Rev.1), chapters XXIV and XXV.

4. In its conclusions and recommendations concerning Antigua, Dominica, Grenada, Monserrat, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent, the Special Committee considered that since these islands possessed sufficient features in common it should be possible to form a union among them or at least among some of them, with a view to establishing an economically and administratively viable State. It noted that some of the Territories appeared to be in general agreement on the goal of immediate independence and the formation of a federation. The Committee further noted that there were differences of opinion on the form such a federation would take which it believed were explained by the differences in the economic levels of the islands. In its view, a more thorough investigation was needed of the facts and of the opinions of the leaders, as well as of the amount of assistance required after independence. The Special Committee, therefore, requested the administering Power to fulfil its obligations in accordance with the provisions of the Declaration, to take all necessary measures for finding an adequate solution to the problem and to facilitate the fulfilment of the freely expressed wishes of the people. The Special Committee also considered that the best way to obtain direct information concerning the views and wishes of the people would be to send a visiting mission to the Territories.

5. With respect to Bermuda, the Bahamas, the Turks and Caicos Islands and the Cayman Islands, the Special Committee, inter alia, invited the administering Power to take measures without delay to implement the Declaration embodied in General Assembly resolution 1514 (XV) of 14 December 1960. The Special Committee also considered the possibility of sending a visiting mission to these Territories with a view to obtaining additional information.

6. At its twentieth session, the General Assembly having examined the chapters of the reports of the Special Committee concerning these Territories,<sup>2/</sup> adopted resolution 2069 (XX) on 16 December 1965. This resolution, which related to twenty-six Territories, including the thirteen under consideration, endorsed the Special Committee's conclusions and recommendations; requested the administering Powers to allow United Nations visiting missions to visit the Territories and to

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<sup>2/</sup> Official Records of the General Assembly, Nineteenth Session, Annex 8, (A/5800/Rev.1), chapters XXIV and XXV; *ibid.*, Twentieth Session, Annexes, (A/6000/Rev.1), chapters XXIII and XXIV.

extend to them full co-operation and assistance; and decided that the United Nations should render all help to the people of these Territories in their efforts freely to decide their future status.

7. In 1966, the Special Committee considered the report of its Sub-Committee III<sup>3/</sup> and adopted the conclusions and recommendations which are contained in the Special Committee's report to the twenty-first session of the General Assembly.<sup>4/</sup>

8. In its conclusions and recommendations concerning the United States Virgin Islands, the Special Committee, inter alia, noted the information provided by the administering Power concerning the Constitutional Convention which met between December 1964 and February 1965 and which proposed a new Organic Act for the Territory providing for a greater degree of autonomy. It noted also that, so far, the administering Power had taken final action on only one of its proposals made by the Convention and that the proposal for an elected Governor had not yet been passed into law; regretted that despite some measure of advancement in the political field the administering Power had not yet implemented the Declaration on the Granting of Independence to Colonial Countries and Peoples with respect to the Territory and urged it to do so without delay; reaffirmed the right of the people to exercise their right of self-determination in complete freedom; and reiterated its previous recommendation inviting the administering Power to ensure that the people of the Territory be enabled, in complete freedom and without any restrictions, to express their wishes concerning the future political status of the Territory. It also invited the administering Power to ensure that the people of the Territory were made fully aware of the various alternatives open to them, in their achievement of the objectives of General Assembly resolution 1514 (XV); and reiterated its belief that the United Nations should be assured that the exercise of the right to self-determination was undertaken in complete freedom and in full knowledge of the available choices. It therefore considered that a

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3/ A/6300/Add.10, chapter XXII, annex.

4/ Ibid., chapter XXII, para. 469.

United Nations presence during the procedures for the exercise of the right of self-determination was indispensable, and regretted that the administering Power had not agreed to a visiting mission from the Special Committee to the Territory, affirming that a visit to this Territory was both useful and necessary.

Accordingly, it invited the co-operation of the administering Power to enable the United Nations to send a visiting mission to the Territory, in order to obtain first-hand information concerning the Territory and to ascertain the views of the people and the extent to which they were aware of the options open to them, with regard to their future political status.

9. With regard to the British Virgin Islands, the Special Committee noted that a constitutional conference was due to be held in October 1966 and regretted that, despite a certain measure of constitutional advancement, the administering Power had not yet implemented the Declaration with respect to the Territory.

10. The Special Committee invited the administering Power to take the necessary steps to ensure that the people of the Territory were fully aware of the various forms of political status open to them and were enabled in complete freedom to express their wishes concerning the future political status of their Territory. The Special Committee also reiterated its belief that the United Nations must be assured that the exercise of the right of self-determination in accordance with General Assembly resolution 1514 (XV) would be undertaken in complete freedom and in full knowledge of the available choices. It therefore considered that a United Nations presence during the procedures for the exercise of self-determination would be essential. The Special Committee further invited the co-operation of the administering Power to enable the United Nations to send a visiting mission to the Territory, in order to obtain first-hand information and to ascertain the views of the people.

11. With respect to Antigua, Dominica, Grenada, Monserrat, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent, the Special Committee, having heard the statement of the administering Power and the statement by the petitioner

from Grenada, did not find it possible to give the question of these Territories the detailed examination it required. It therefore decided to postpone consideration of this question and, subject to any decisions which the Assembly might take at its twenty-first session, to examine the situation in these Territories in detail at an early date during its meetings in 1967.

12. Regarding Bermuda, the Bahamas, Turks and Caicos Islands and the Cayman Islands, the Special Committee, inter alia, reaffirmed that the Declaration on the Granting of Independence to Colonial Countries and Peoples applied fully to these Territories and urged the administering Power to implement the Declaration in these Territories without delay. The Special Committee considered that in view of the lack of sufficient information on these Territories, and, in the case of the Territory of the Bahamas, of conflicting statements concerning conditions, the administering Power should enable the Special Committee to dispatch a visiting mission to the Territory as soon as possible. It also considered that the administering Power should take immediate measures to transfer all powers to the peoples of these Territories, without any conditions or reservations, in accordance with their freely expressed will and desire, in order to enable them to enjoy complete independence and freedom. It further expressed its belief that the United Nations should take appropriate steps to ensure that the people of those Territories were enabled to express themselves freely on their future status and in full knowledge of the options available to them.

13. At its twenty-first session, the General Assembly, having examined the chapters of the report of the Special Committee concerning these Territories adopted resolution 2232 (XXI) on 20 December 1966. This resolution, which related to twenty-five Territories, including the thirteen under consideration, inter alia, reaffirmed the inalienable right of the peoples of these Territories to self-determination and independence; called upon the administering Powers to implement without delay the relevant resolutions



of the General Assembly; and reiterated the Assembly's Declaration that any attempt aimed at the partial or total disruption of the national unity and the territorial integrity of colonial Territories and the establishment of military bases and installations in them was incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV) of 14 December 1960. It also urged the administering Powers to allow United Nations visiting missions to visit the Territories, and to extend to them full co-operation and assistance; decided that the United Nations should render all help to the peoples of these Territories in their efforts freely to decide their future status; and requested the Special Committee to continue to pay special attention to these Territories and to report on the implementation of the present resolution to the General Assembly at its twenty-second session.

#### B. FALKLAND ISLANDS (MALVINAS)

14. Following the Special Committee's consideration of the Territory in 1964, the General Assembly adopted resolution 2065 (XX) on 16 December 1965 by which, after noting the existence of a dispute concerning sovereignty over the Territory, it invited the Governments of Argentina and of the United Kingdom of Great Britain and Northern Ireland to proceed without delay with the negotiations recommended by the Special Committee with a view to finding a peaceful solution to the problem of the Falkland Islands (Malvinas), bearing in mind the provisions and objectives of the Charter of the United Nations and of General Assembly resolution 1514 (XV) of 14 December 1960 and the interests of the population of the Territory.

15. In letters dated 9 February 1966 (A/6261 and A/6262), the Permanent Representatives of Argentina and the United Kingdom transmitted to the Secretary-General the pertinent part of a joint communiqué issued at Buenos Aires on 14 January 1966 by the Secretary of State for Foreign Affairs of the United Kingdom and the Minister for Foreign Affairs and Worship of Argentina. The communiqué stated that both Ministers had agreed that the recommended discussions should be pursued without delay. In letters dated 22 August 1966 (A/6261/Add.1 and A/6262/Add.1), the two Permanent Representatives concerned transmitted to the Secretary-General the text of a further joint communiqué, issued on

20 July 1966. This communiqué stated that meetings on the problem had been held on 19 and 20 July 1966. The talks had been conducted in a cordial atmosphere and it was agreed that they should be continued.

16. On 16 November 1966, the Special Committee, at its 478th meeting, recalled the provisions of General Assembly resolution 2065 (XX) and took note of the information provided by the two Governments concerned.

17. On 15 December 1966, the Deputy Permanent Representative of Argentina and the Permanent Representative of the United Kingdom transmitted letters to the Secretary-General containing the text of a joint communiqué issued the same date by representatives of the two Governments (A/C.4/682 and A/C.4/683). The communiqué stated that in accordance with General Assembly resolution 2065 (XX) and with previous announcements, meetings were held from 28 November between Argentina and United Kingdom representatives. The two Governments reported that during these meetings certain ways of reaching agreement were considered. Both Governments would proceed with the talks in order to try to resolve the problem. In due course they would submit a more detailed report on the outcome of these talks to the Special Committee and to the General Assembly at its twenty-second session.

18. On 20 December 1966, the General Assembly decided, without objection,<sup>5/</sup> to approve a consensus formulated by the Chairman of the Fourth Committee.<sup>6/</sup> The consensus reads as follows:

"With reference to General Assembly resolution 2065 (XX) of 16 December 1965 concerning the question of the Falkland Islands (Malvinas), the Fourth Committee took note of the communications dated 15 December 1966 of Argentina and the United Kingdom of Great Britain and Northern Ireland (A/C.4/682 and A/C.4/683). In this regard there was a consensus in favour of urging both parties to continue with the negotiations so as to find a peaceful solution to the problem as soon as possible, keeping the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and the General Assembly duly informed about the development of the negotiations on this colonial situation, the elimination of which is of interest to the United Nations within the context of General Assembly resolution 1514 (XV) of 14 December 1960."

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<sup>5/</sup> A/PV.1500, p. 58.

<sup>6/</sup> A/6628, paras. 12, 13.

## II. INFORMATION ON THE TERRITORIES

### A. UNITED STATES VIRGIN ISLANDS<sup>7/</sup>

#### General

19. The United States Virgin Islands, which lie east of Puerto Rico, comprise about fifty islands and small islets, the most important of which are St. Thomas, St. John and St. Croix. The total land area of the three main islands is 132 square miles (341.9 square kilometres).

20. According to the latest annual report on the Territory, the Virgin Islands are in the midst of a population explosion. In 1965, the resident population was estimated at 50,000, including alien workers and part-time residents, compared with 32,099 at the 1960 census.

#### Constitution

21. A Constitutional Convention met in St. Thomas from December 1964 to February 1965, and approved various amendments to the Revised Organic Act of 1954 for submission to the United States Congress. The Convention was composed of twenty-two delegates, elected at a general election held on 4 November 1964, and the eleven existing senators of the Virgin Islands. Recommendations in the form of a proposed Second Revised Organic Act were transmitted to the President and the Congress of the United States in July 1965. The major proposals for revision, which were indicated in the report of the Special Committee to the General Assembly at its twenty-first session,<sup>8/</sup> included proposals for reapportionment of the legislature and for an elected Governor. The action taken by the United States Congress in connexion with these proposals is outlined in the succeeding paragraphs.

22. The executive power is vested in the Governor of the Virgin Islands who is appointed by the President of the United States, with the advice and consent of the United States Senate. There is also a Government-Secretary similarly appointed who serves as Acting Governor in the absence of the Governor. Heads of government departments are appointed by the Governor with the advice and consent of the

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<sup>7/</sup> The information presented in this section has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United States of America under Article 73 e of the Charter, on 8 June 1966, for the year ended 30 June 1965.

<sup>8/</sup> A/6300/Add.10, chapter XXII, para. 14.

Virgin Islands Legislature. All executive power is exercised under the general supervision of the United States Secretary of the Interior.

23. The Revised Organic Act of 1954 established a unicameral legislature called the Virgin Islands Legislature. On 10 August 1966, the United States Congress approved a reapportionment bill (H.R. 13277) to become effective for the elections to be held in November of the same year, which enlarged the Legislature from eleven to fifteen members.

24. The Legislature has full legislative powers under the United States Constitution on local matters, including, in particular, the power to appropriate funds and levy taxes. All legislation is subject to approval by the Governor who also has the power to veto bills. The Governor's veto may be overridden by a two-thirds vote of the Legislature. The power of the President of the United States to review legislation is limited to those situations in which a bill vetoed by the Governor and repassed by the Legislature is vetoed a second time by the Governor. The President may then take a final decision by confirming or over-ruling the action of the Governor.

#### Electoral system

25. Under the new electoral arrangements which came into force following the adoption of the new Reapportionment Act during 1966, each of the three main islands is regarded as an electoral district or constituency. St. Thomas and St. Croix return five members each and St. John returns one. In addition, four members, called senators-at-large, are returned by the electorate of the Territory as a whole. Elections are held every two years.

26. To be eligible to be a member of the Legislature, a person must be a citizen of the United States who has attained the age of twenty-five years and has been a resident of the Territory for at least three years.

27. To be eligible to register as a voter a person must be a citizen of the United States who has attained the age of twenty-one years. The Revised Organic Act empowers the Legislature to prescribe other qualifications provided that no property, language or income qualification may be imposed and that no discrimination be made on the grounds of race, colour, sex or religious belief.

28. Under the electoral law of the Virgin Islands a primary election is required in cases where the number of candidates of the same party offering themselves for election exceeds the number of seats available.

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### Judiciary

29. The judicial power of the Territory is vested in the District Court of the Virgin Islands and its inferior courts. The District Court has original jurisdiction in cases arising under local law and appellate jurisdiction over inferior courts. As the District Court is a trial court of the federal system, appeal from its decisions is to the Appeals Court of the United States. The right to trial by jury is guaranteed to all who ask for it.

30. On 8 February 1965, the Governor approved an act which consolidated the former Municipal Court of St. Thomas and St. John and the Municipal Court of St. Croix into the Municipal Court of the Virgin Islands. By this Act, which came into effect on 1 March 1965, the jurisdiction of the Court in civil actions was increased from actions involving \$1,000 to those involving \$10,000.

### Political parties

31. The Democratic and Republican parties of the United States have branches in the Virgin Islands. There is also a Virgin Islands Party, although it does not appear to be active at present.

32. Early in 1966 the number of voters enrolled as Democrats was estimated at 11,000, while the number enrolled as Republicans was estimated at 600.

33. The Democratic Party is divided into two factions, the Mortar and Pestle Democrats and the Donkey Democrats. At the recent elections, the Donkey Democrats formed an alliance with the Republican Party.

### Recent political developments

34. 1966 elections. On 1 September 1966, the Virgin Islands Legislature enacted a law making the necessary provisions for the new electoral arrangements set out in the Reapportionment Act. Included in this law is a provision requiring candidates for primary elections to subscribe to an oath of loyalty to their political party. The bill was passed by the Legislature by a vote of 6 to 5. The opposition claimed that the requirement of a party loyalty oath was designed to prevent a coalition between the Donkey Democrats and the Republicans at the forthcoming elections.

35. On 6 September 1966, the two factions of the Democratic Party and the Republican Party held conventions to nominate their candidates. The Donkey Democrats and the Republicans endorsed a team of fifteen persons as candidates which included thirteen Donkey Democrats and two Republicans. The Mortar and Pestle Democrats nominated fifteen candidates, and an independent candidate was also nominated.

36. On 11 September, when the coalition candidates filed their nominations, the Supervisor of Elections informed them that the nominations could not be accepted until the candidates had subscribed to the required loyalty oath. This, the candidates refused to do. The case was taken to the courts where it was held that the loyalty oath was not required, since this provision of the law applied only to party primary elections and, since there were only fifteen candidates nominated, no primary elections could be held.

37. Elections were held on 8 November 1966. The number of registered voters was reported to be 16,887, which was 2,811 more than in 1964. As a result of the elections, the Mortar and Pestle Democrats won nine seats, including all five St. Thomas seats and all four at-large seats, while the Donkey Democrats and Republicans won six seats, including all five St. Croix seats and the one St. John seat. Neither of the two Republican candidates on the coalition ticket won a seat.

38. Following the elections, petitions charging irregularities were filed by defeated candidates and a recount was held. The recount did not affect the results.

39. Elective Governor bill. As noted in the Special Committee's report for 1966,<sup>9/</sup> following the recommendations of the Constitutional Convention of 1964, a bill to provide for an elective Governor was passed by the United States House of Representatives on 16 May 1966. On 10 October 1966, the United States Senate passed the House bill with a number of amendments. It was claimed, however, that there was insufficient time to hold the necessary conferences in order to reconcile the differences, and the 89th Congress adjourned without taking final action on the bill.

40. One of the members of the United States House of Representatives summed up the differences between the House and Senate versions of the bill as follows:

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<sup>9/</sup> Ibid., para. 16.

" ... The House provided for a two-year term; the Senate changed it to four years. The House set the election date for November 8, 1966 - the Senate changed the date to November 3, 1970. The House would permit the Governor and Lt. Governor to be elected to as many 2-year terms as they could be elected. The Senate restricted them to two four-year terms, but they could be elected after a four-year intervention.

"The two versions are definitely at odds on provisions on the recall of the Governor. The House provided for an impeachment trial to be held by the Virgin Islands Legislature, before a panel selected by the judges of the Third Circuit Courts. The Senate amended the bill to provide for removal by 75% of the registered voters. Removal, however, would be subject to the approval of the President. The impeachment proceedings could be initiated, either by two-thirds vote of the Legislature, or through the Legislature via petition signed by 25% of the registered voters."

41. On 17 January 1967, a bill to provide for an elective Governor of the Virgin Islands was introduced in the United States Senate. It is reported that this new bill is substantially the same as the bill passed by the Senate in 1966.

#### Economic conditions

42. Tourism continues to be the most important industry in the Virgin Islands. In 1965, 647,717 tourists visited the islands compared with 448,165 the previous year. Recognition is being given to the need for a broader base of industry and agriculture to maintain a stable economy, according to the latest annual report of the administering Power. A study of alternate uses for agricultural land has been conducted by the Caribbean Research Institute and a preliminary report issued recommending suitable crops of the type needed for export to the mainland during winter months and to meet a growing local demand. In the view of the administering Power, future growth in agriculture will require intensive land use with economically feasible crops rather than the extensive use with sugar cane and cattle grazing that has been the practice in the past.

43. Virgin Islands manufacturers of goods that contain not more than 50 per cent of foreign raw materials are allowed duty-free entry into the United States of their products under the United States Tariff Act. The textile and watch assembly industries are the chief industries to have taken advantage of this provision. Difficulties have occurred when competing companies in the United States have charged unfair competition.

44. The watch assembly industry was established in the United States Virgin Islands in 1959 and since then has shipped its entire production to the United States free of duty. The rate of shipment from the Virgin Islands rose from more than 5,000 movements in 1959 to a rate in excess of 4 million in 1965.

45. In October 1965, the Virgin Islands Government, acting to guard against abuses of the duty-free system, established quotas for the watch assembly industry. Production within the limits of the quota would be subject to a small local tax, while production in excess of quotas would be taxed at a much higher rate. Early in 1966, a St. Croix watch company challenged the right of the Governor and the Virgin Islands Legislature to set such quotas. The courts subsequently declared the establishment of a local quota invalid. In January 1967, the Virgin Islands Legislature repealed its watch tax legislation.

46. On 11 October 1966, the United States Congress adopted an Act authorizing the United States Secretaries of Commerce and of the Interior acting jointly, to allocate quotas among watch producers in the United States Virgin Islands, Guam and American Samoa. By this legislation, the annual quota for all three Territories, which was fixed at one ninth of the total United States watch consumption for the prior year, will be divided among the three Territories, with the largest share going to the Virgin Islands where the industry was already established. Specifically, seven eighths of the total quota will go to the Virgin Islands, the remaining one eighth being divided between Guam and American Samoa, two thirds going to Guam and one third to American Samoa. Hearings to determine quotas for individual firms in the Virgin Islands began in Washington in February 1967.

47. It is reported that in 1966 there were sixteen watch manufacturers employing about 800 workers in the Virgin Islands, thirteen of these firms being situated on St. Croix.

48. An oil agreement with the Hess Oil Virgin Islands Corporation was signed into law by the Virgin Islands Government in September 1966. Under the terms of the agreement, the petroleum company would expand its facilities on St. Croix and, subject to approval by the President of the United States, would ship 25,000 barrels of petroleum products per day to the United States duty-free. Under this agreement, royalties to the Virgin Islands would amount to approximately \$12,500



per day or over \$4.5 million annually over a sixteen-year period. In a resolution, acknowledged by the Governor, the Virgin Islands Legislature called upon the Department of the Interior to recommend the requested Hess quota to the United States President. Information on the President's decision is not yet available.

49. The Territory derives its revenue from internal taxation and funds made available by the United States in accordance with the provisions of the Revised Organic Act. Under these provisions, a sum equal to the amount of revenue raised locally is made available to the Virgin Islands by the United States from duties collected on Virgin Islands' products entering the United States. These funds, called matching funds, are made available to the Legislature to expend as it sees fit, subject to presidential approval. The remainder of the duties collected is also made available to the Virgin Islands Legislature but it may be used only for emergency purposes or for essential public projects.

50. Public revenue for the fiscal year 1964-65 amounted to \$40,648,000, an increase of \$10,654,000 over the previous year. This amount included contributions of \$10,506,000 from the United States made up of \$8,313,000 in matching funds and \$2,193,000 in grant-in-aid and other programme funds.

51. The budget introduced by the Governor in January 1967 called for a total expenditure of \$51 million for the fiscal year 1967-68.

52. During 1964, imports from foreign countries continued to show an increase. They amounted to \$27.2 million compared with \$22.5 million in 1963 and \$21.2 million in 1962. Trade figures with the United States for that year are unavailable. However, according to the annual report of the administering Power, new records were set in external trade in 1965. For example, the Virgin Islands Rum Council announced that rum shipments to the mainland in 1965 had exceeded 1 million gallons for the first time.

53. In 1965, per capita income was estimated in excess of \$2,000, the highest in the Caribbean, compared with \$1,761 in 1964 and \$1,543 in 1963.

54. A comparative price survey of basic commodities in supermarkets in the Virgin Islands was made possible in 1966 through special appropriation by the Legislature. According to the survey, price increases on the United States mainland are reflected in the United States Virgin Islands, but at a higher level because of local shortages, the low density of population, inefficient marketing methods,

the absence of competition and higher transportation and handling charges. As an island economy with limited natural resources, approximately 95 per cent of all its needs must be imported. The survey found that prices in Puerto Rico, New York and Washington, D.C. were much lower for almost all commodities. To remedy the situation, the survey recommended, inter alia, an extensive consumer education programme; a purchasing co-operative comprised of small grocers; free specialized services in the area of management and marketing to small grocers; small loans at low interest rates to be made available to small grocers for modernization purposes; and encouragement of other supermarket chains to establish in the area.

55. The Virgin Islands Corporation, wholly owned by the federal Government, was chartered during the depression of 1934 to help stabilize the economy of the community. While its charter does not expire until 1969, steps were taken in 1965 to transfer some of the Corporation's responsibilities to the territorial Government. Management of the power generating facilities on St. Croix and St. Thomas, together with the seawater desalting plant on St. Thomas, was transferred to the newly constituted Virgin Islands Water and Power Authority. The Harry S. Truman Airport (St. Thomas) and commercially developed sections of the submarine base in St. Thomas were transferred to a custodial agency of the local government. Land formerly held by the Corporation in St. Croix was allocated to the local authorities for education, housing and health facilities.

56. The Virgin Islands Corporation was one of the principal producers of sugar until low prices and high wages helped to drive away this industry. The Governor recently announced a realignment of agriculture by which no farming activity requiring government subsidies will be permitted. The Corporation's operations had been centred on St. Croix, but rising labour and production costs and continuing dry spells resulted in deficits averaging \$387,000 a year from 1957 to 1962. In 1966 a private firm purchased 2,000 acres of sugar land and the mill. The new owners agreed to phase out sugar operations over the next two years. The mill was sold and shipped to Venezuelan interests in 1966. No special problems were created by the disappearance of the sugar industry, since the islands have a chronic labour shortage.

57. In 1966, the United States Federal Aviation Agency made grants totalling \$1.6 million for the repair and resurfacing of the Harry S. Truman Airport in

St. Thomas and the Alexander Hamilton Airport in St. Croix. The three grants cover approximately 75 per cent of the total cost of the projects, the balance of the cost to be assumed by the Virgin Islands Government.

#### Social conditions

58. Labour. The employment requirements of the Virgin Islands' expanding economy continue to exceed the local labour supply. Consequently, it is necessary to supplement the labour force with workers from neighbouring islands and other areas. In 1965, local establishments employed 13,910 of these workers, compared with 16,016 in the previous year. Non-agricultural placements numbered 1,491, a gain of eighty-nine over the previous year. A total of 1,551 agricultural openings were certified in 1965, compared with 1,467 in the previous year.

59. Public health. There are two general hospitals and one clinic in the Territory. The first phase in the planning of two new health centres was completed in 1965. Each centre will consist of a 250-bed general hospital, a 70-bed long-term facility, a public health centre and an out-patient clinic. The administering Power reports that because of the growth in population, the full health needs of the island cannot be completely met before the new health centres are completed. When the new centres are completed they are expected to provide adequately for the health needs of the Territory for the next twenty to twenty-five years.

60. Public health programmes were expanded during 1965. A programme for the eradication of the mosquito carrying dengue and yellow fever was in operation. Indications were that the complete eradication of the mosquito from the Territory within two or three years was highly probable. Nutritional, dental and sanitation programmes were either expanded or initiated.

61. A record number of births, 1,762, was registered in 1964, the birth-rate rising from 39.5 per thousand in 1963 to 42.0 per thousand in 1964. The infant mortality rate rose slightly from 31.7 per thousand live births in 1963 to 31.8 per thousand in 1964. The death-rate fell from 10.0 per thousand in 1963 to 8.2 per thousand in 1964.

62. Expenditure on public health in the fiscal year 1964-65 was \$5,384,000 or 15.39 per cent of total budgetary expenditure.

Educational conditions

63. In 1965, the number of pupils in the public schools was 9,399, compared with 8,671 in 1964. Additional school construction projects in 1965 assured the opening of fourteen elementary classrooms on St. Croix, nine of them at the new Grove Place School and ten high school classrooms on St. Thomas. The Virgin Islands Legislature has earmarked \$4.2 million from a bond-issue programme for the construction of 129 new classrooms at primary and secondary level which were to be ready for occupancy by September 1966.

64. The College of the Virgin Islands, which provides two-year courses, held its first graduation ceremony in 1965. In its third year, beginning in the fall of 1965, the College was expected to have an enrolment of approximately 120 students. Plans were being made to establish four-year programmes in liberal arts and teacher education beginning in 1966, as the first of the College's programmes leading to a bachelor's degree.

65. Expenditure on education in the fiscal year 1964-65 was \$5,004,000, or 14.3 per cent of total budgetary expenditure.

B. BRITISH VIRGIN ISLANDS<sup>10/</sup>

General

66. The British Virgin Islands comprise some forty islands and islets, of which eleven are inhabited. The total area of the Territory is approximately 59 square miles (153 square kilometres). The largest islands are Tortola (21 square miles or 54 square kilometres), Virgin Gorda (8.25 square miles or 21 square kilometres), Anegada (15 square miles or 39 square kilometres), and Jost Van Dyke (3.25 square miles or 8 square kilometres).

67. In 1964 the estimated population was 8,619, having risen from 7,340 in 1960.

Constitution

68. The present Constitution was introduced in 1954 and amended in 1959. Following a report by a Constitutional Commissioner appointed by the United Kingdom in 1965, a Constitutional Conference was held in London in October 1966 at which agreement was reached on a new Constitution. The main provisions of the present Constitution are set out below.

69. The head of the Government of the Territory is the Administrator who is appointed by the Crown. He exercises his powers in consultation with the Executive Council over which he presides.

70. The Executive Council consists of two official members, one member appointed by the Administrator from among the nominated members of the Legislative Council, and two members elected by the members of the Legislative Council from among the elected members of that Council. In addition to taking decisions on all internal matters, as the main executive body, the Council undertakes the supervision of certain departments of the Administration.

71. The Legislative Council, presided over by the Administrator, consists of six elected members, two unofficial and two official members nominated by the Administrator. The Council has the power to legislate for all aspects of the internal affairs of the Territory, subject to the assent of the Administrator.

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<sup>10/</sup> The information presented in this section has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter on 10 March 1967 for the year ending 31 December 1965.

### Electoral system

72. Elections to the Legislative Council take place every three years; the six elected members are elected on the basis of universal suffrage in single-member constituencies. The last general elections were held in November 1963, when thirteen candidates stood for six elective seats.

### Judiciary

73. The Territory participates in the court system of the Leeward and Windward Islands.

### Constitutional Conference and other political developments

74. A Conference to discuss changes in the Constitution of the British Virgin Islands was held in London from 4 to 10 October 1966. Attending on behalf of the British Virgin Islands were the Administrator and four members of the Legislative Council, two of whom were elected members of the Executive Council while the other two represented the group in the Council known as the "Opposition".

75. The discussions at the Conference were based on the recommendations of Mrs. Mary Proudfoot, who in January 1965 was appointed Constitutional Commissioner for the British Virgin Islands to make recommendations for any constitutional changes deemed necessary. Mrs. Proudfoot submitted her report in June 1965. The Conference reached unanimous agreement on a new Constitution, the main features of which are outlined below.

76. The Legislative Council will consist of a Speaker, chosen from outside the Council; two ex officio members (the Attorney-General and the Financial Secretary);

one nominated member appointed by the Administrator after consultation with the Chief Minister; and seven elected members.

77. The Speaker will be elected by a simple majority of all members for the life of the Council and will have a casting vote only.

78. Apart from the Speaker, all members will have an original vote but only the votes of elected members will determine whether a motion of no confidence in the Government is carried or defeated.

79. There would be seven single-member constituencies and a single Boundary Commissioner is to be appointed by the Administrator from outside the Territory to recommend constituency boundaries.

80. In general, the existing qualifications and disqualifications of electors and of members and the existing provisions relating to tenure of seats of members will be retained. However, as an alternative to the existing residence qualifications for electors, a person will be qualified to be registered as an elector if he was domiciled in the British Virgin Islands and has ceased to be resident there and taken up residence in the United States Virgin Islands within two years preceding the date of registration.

81. The Legislative Council will be required to meet at least once every three months, and its maximum life will be increased from three to four years. The Administrator will be empowered to prorogue the Council on the advice of the Chief Minister and to dissolve it after consulting him.

82. The Executive Council will consist of two ex officio members (the Attorney-General and the Financial Secretary) and three ministers, one of whom will be Chief Minister, appointed from among the elected members of the Legislative Council. The Administrator will appoint as Chief Minister the elected member who in his opinion is best able to command the support of a majority of the elected members of the Legislative Council. The other two ministers will be appointed by the Administrator on the advice of the Chief Minister. The Administrator will normally preside over the meetings of the Executive Council.

83. The Administrator's special responsibilities will be defence and internal security, external affairs, terms and conditions of service of public officers, the administration of the courts and finance. The Conference noted that the closest co-operation would be needed between the minister responsible for economic planning and the Administrator, who will be responsible for finance.

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84. In general, the Administrator will be bound to consult the Executive Council and act on its advice. The exceptions will be where it is provided that he act in his discretion or on the advice of, or after consultation with, some other person or authority or where, in respect of his special responsibilities, he considers that the public interest would sustain material prejudice if the Council were consulted. If, having obtained the advice of the Executive Council, he considers it in the interests of his special responsibilities not to act on that advice, he will report this to the Secretary of State.

85. The Administrator will continue to have legislative power but only in respect of legislation necessary in the interests of his special responsibilities. Before using this power he will be required to consult the Executive Council and if it does not agree, to report to the Secretary of State and, if time permits, to obtain his prior approval.

86. The Constitution will also provide for the appointment of a Public Service Commission, consisting of three members appointed for periods of up to three years by the Administrator. The Administrator will consult this Commissioner on matters relating to officers in the Public Service.

87. The Conference also agreed to take advantage of the suggestion that the Supreme Court of the West Indies Associated States might also serve the Virgin Islands.

88. The Conference agreed that a Boundary Commissioner should be appointed forthwith and an interim order-in-council should be submitted to make provision for extending the maximum life of the present Legislative Council and to enable the Administrator to fix the boundaries of the new constituencies. Once the electoral preparations had been completed, the main constitution order should be submitted, the existing Legislative Council dissolved and a general election held. After the general election the new Constitution would be brought fully into effect and a new government formed under it.

89. In November 1966, a Boundary Commissioner appointed by the United Kingdom arrived in the Territory. His report, delineating new boundaries for the seven constituencies, was approved by the Legislative Council on 14 December 1966. No date has yet been fixed for the general elections.

90. In April 1966, Mr. H.L. Stoutt, one of the elected members of the Executive Council and Mr. A. Scatliffe, an "opposition" member of the Legislative Council,



answered questions put to them by newspaper reporters concerning the possibility of unitary statehood with the United States Virgin Islands. Both were reported to have stated more than ten years ago there had been a very strong feeling that the islands should be linked with the United States islands for economic reasons, but that now there was no such feeling. The United Kingdom Government had undertaken financing of several projects to improve the islands and, if it continued to assist financially there would be no need to think of linking up with the United States Virgin Islands.

#### Political parties

91. Until recently there were no political parties in the Territory, each of the elected members having stood for election as an independent.
92. The recent elections for the seven seats in the newly constituted Legislative Council of the British Virgin Islands were contested by three political parties - the United Party (UP), the Democratic Party (DP) and the Peoples Own Party (POP). For the convenience of the electorate each Party adopted a symbol - a Dove, a Star and a "Hand V" respectively.
93. The aims of the parties, with minor variations, are identical. The general welfare of the people is their main consideration, with promise of better jobs and higher wages, improvement of all the social services, agriculture, fisheries and water supplies, the provision of better roads, communications and transportation, and improved supplies of electricity. Each Party stresses the need for economic development and encouragement of foreign investment.
94. The UP pledges itself "to work for better relations with neighbouring countries, particularly the United States Virgin Islands; continued good relations with the Mother Country" (the United Kingdom) "to encourage her to give greater financial assistance for the economic development of this Territory;" and to "endeavour to bring about the act of Social Security for our people".
95. The DP emphasizes the need to attract development capital, since it recognizes that political advancement is insufficient without economic advancement.

## Elections

96. In the elections of 14 April 1967, the UP won four seats, the DP two and the POP one. The number of votes cast for all seven districts was 2,562, representing a 72 per cent ballot by the 3,500 registered voters.

97. On 17 April the majority Party, the UP, elected Mr. Lavity Stoutt as its leader. Mr. Stoutt subsequently assumed office as Chief Minister. On the advice of the Chief Minister, two other members of the UP were appointed Minister of Communications, Industry and Works and Minister of Agriculture, Lands and Social Services.

98. The provisions of the Virgin Islands (Constitution) Order, 1967, came into operation on 18 April 1967. The first meeting of the newly elected Legislative Council was scheduled for 24 April.

## Economic conditions

99. The economy of the Territory is closely related to that of the adjacent United States Virgin Islands. It is reported that over 30 per cent of the Territory's work force is employed in St. Thomas, one of the United States Virgin Islands. The principal occupations in the Territory in order of importance are public services, the hotel industry, building trades and agriculture. The principal crops are vegetables and fruit.

100. In 1965, the value of imports amounted to \$2,969,000,<sup>11/</sup> compared with \$2,436,000 in 1964. Exports in 1965 amounted to \$79,000, having declined from \$106,000 in 1964. The principal imports are lumber, food, machinery and automobiles and come mainly from the United States, Puerto Rico and the United States Virgin Islands. The main exports are livestock, fresh fish and fruit. Exports are mainly to the United States Virgin Islands, Martinique and Guadeloupe.

101. Public revenue and expenditure in 1965 amounted to \$1,826,232 and \$1,987,105, respectively, compared with \$1,171,000 and \$1,183,000 in 1964.

102. In 1962, an economist of the University of the West Indies completed a comprehensive report on development in the Territory. This report recommended priorities for road construction and the extension of the airfield.

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<sup>11/</sup> Since 1958, United States currency has been legal tender in the Territory in addition to United Kingdom and West Indies currencies. These latter currencies, however, are not in fact used.

103. In a statement on the economy of the Territory made in October 1966, the Administrator drew attention to the growth of local revenue over the past ten years. Local revenue had increased 1,310 per cent and, in particular, had increased more rapidly than the United Kingdom grant-in-aid. The grant-in-aid had represented 73 per cent of total expenditure in 1961 but in 1966 represented only 31 per cent. The Administrator paid tribute to assistance from private British investors, Colonial Development and Welfare funds and, in particular, to the large investment by Mr. L.S. Rockefeller. He also drew attention to the potential for development of the tourist industry.

104. Recently completed development projects include a road spanning the island of Portola from east to west which was completed in 1965, a bridge linking Tortola with Beef Island, opened in February 1966, and the cable-telephone link with Bermuda. The Beef Island airfield, the point of entry for tourists coming to Tortola, is capable of handling light aircraft only and investigations are at present being made to determine the cost of extending and surfacing it. The United Kingdom Government has announced that when this examination is completed it will consider what financial contribution it is able to make.

105. In May 1966, Mr. L.S. Rockefeller, who proposed to invest \$1.5 million on expansion of tourist facilities on Virgin Gorda, requested the lease of government-owned lands at less than the usual economic rentals and the granting of special concessions or exemptions in respect of customs duties, income, land and house taxes and the requirements concerning the employment of stated proportions of local labour. In its reply, the British Virgin Islands Government announced that it was reviewing the whole question of incentives to investors and would consider these requests within the context of its new policy.

106. In July 1966, the Government published a White Paper setting out its proposals for improving and extending the incentives provided under existing legislation for new industries and hotels. These proposals were to be introduced in the Legislative Council in the form of three bills: the Pioneer Services and Enterprises Bill, the Hotels Aid (Amendment) Bill and the Income Tax Bill. The first of these bills was introduced in the Legislative Council in December 1966; the remaining two will be introduced at the Council's session in 1967.

### Social conditions

107. Labour. As stated above, over 30 per cent of the Territory's labour force is employed on St. Thomas in the United States Virgin Islands.

108. Public health. There is a cottage hospital on Tortola with thirty-five beds where, in 1964, a total of 648 in-patients and 2,121 out-patients received treatment.

109. Expenditure on public health in 1965 amounted to \$99,875, compared with \$96,360 in 1964.

### Educational conditions

110. Education is free and compulsory up to the age of fifteen years. The Government maintains two primary schools and one secondary school. There are twelve private schools which receive grants from the Government and there are three unaided schools. In 1964, there were 1,239 boys and 1,271 girls enrolled. In 1965, expenditure on education amounted to \$210,829, compared with \$152,270 in 1964.

111. In December 1966, it was announced that a grant of \$220,780 had been approved from Colonial Development and Welfare funds for the construction of a new comprehensive school on Tortola.

112. An earlier decision to establish a separate Education Department headed by a Superintendent of Education came into effect on 1 January 1965, when a Superintendent was appointed from the United Kingdom.

113. During 1965 two head teachers returned from the United Kingdom and one returned from Antigua on completion of their training courses. Another three teachers began courses at the Training College in Antigua.

C. ANTIGUA, DOMINICA, GRENADA, MONTSERRAT, ST. KITTS-  
NEVIS-ANGUILLA, ST. LUCIA AND ST. VINCENT

### THE TERRITORIES IN GENERAL

#### General

114. Antigua, Montserrat and St. Kitts-Nevis-Anguilla form part of the Leeward Islands. They lie roughly midway in the arc of the West Indian islands stretching from Jamaica to Trinidad, with the Caribbean Sea to the west and the Atlantic Ocean to the east. Dominica, St. Lucia, St. Vincent and Grenada form part of the

Windward Islands. There are a number of smaller islands called the Grenadines which lie between St. Vincent and Grenada; some of these are administered as part of St. Vincent and some as part of Grenada. Since the present systems of government in these Territories are basically similar, the principal features common to all Territories are set out in this section. Additional information is given in the separate section on each Territory which follows.

#### Present Constitutions

115. Administrator. The Administrator in each Territory is appointed by the Queen and has the status of the Queen's representative. He is constitutionally required to act on the advice of the Executive Council, except as otherwise provided, for instance in the exercise of his powers to dispose of Crown or Government lands and property, to constitute offices and make appointments, and in the exercise of his powers of pardon.

116. The Administrator is not required to obtain the advice of the Executive Council in any case which, in his judgement, the urgency of the matter requires him to act before the Executive Council can be consulted; however, he is required to communicate to the Council his action and reasons therefor. The Administrator may also act contrary to the advice of the Executive Council, "if in his judgement, he considers it necessary to do so in the interest of maintaining law and order in the West Indies, or in order to maintain the efficiency of the Judiciary or the Public Service". However, he must first obtain the approval of the Secretary of State, or, in the cases of urgency, he must report to the Secretary of State as soon as practicable.

117. Executive Council. In each Territory the Executive Council is responsible for the general control and direction of the Government, and is collectively responsible to the Legislature. In Antigua, St. Kitts, Dominica, Grenada, St. Lucia and St. Vincent, the Executive Council comprises the Administrator who presides, five unofficial members (the Chief Minister and four other ministers) and one ex officio member, the principal law officer. In Montserrat there are four unofficial members, two official members, the Financial Secretary and the principal law officer, as well as the Administrator. In all Territories the Administrator appoints as

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Chief Minister the member of the Legislative Council who, in his judgement, is most likely to command a majority. The other unofficial members are appointed on the advice of the Chief Minister. The ministers may be assigned responsibility for any government business, including financial matters, with the exception, however, of the maintenance of law and order, matters relating to the judiciary and the Public Service. Ministers assigned departmental responsibilities must be appointed from the elected members of the Legislative Council; the Minister without Portfolio may be appointed from either the elected or the nominated members of the Legislative Council.

118. Legislative Council. In each Territory the Legislative Council comprises a majority of elected members, one or two ex officio members and one or two nominated members. Montserrat excepted, the Legislative Council is presided over by a Speaker, elected from within or outside the Council's membership, who has a casting vote. In Montserrat the Administrator presides. The Legislative Councils have the power to make laws for the peace, order and good government of the Territory.

#### Electoral systems

119. Elections to the Legislative Councils are held every five years. Elections are based on universal adult suffrage in single-member constituencies.

#### Public service

120. In each Territory there is a Public Service Commission whose members are appointed by the Administrator after consultation with the Chief Minister. The appointment, dismissal and disciplinary control of public service employees in each Territory is vested in the Administrator in his discretion, acting after consultation with the local Public Service Commission.

#### Judiciary

121. A Supreme Court and a Court of Appeal for the Leeward and Windward Islands (and for the British Virgin Islands) was established by an Order in Council in 1939. New provisions were made under an Order in Council in 1959, which also established a Judicial and Legal Service Commission. The Commission is composed of the Chief Justice of the Supreme Court of the Leeward and Windward Islands; a judge or

ex-judge of a supreme court of any of the United Kingdom Territories and the chairmen of two of the advisory Public Service Commissions in the Territories served. The Chief Justice is appointed by the Secretary of State for the Colonies, and judges are appointed by the Judicial and Legal Service Commission with the approval of the Secretary of State.

122. The Supreme Court sits in each of the Territories under a resident puisne judge. It has original and appellate jurisdiction and may try cases of every type. Appeals from the Supreme Court of the Leeward and Windward Islands may in certain cases lie to the British Caribbean Court of Appeals. Each of the Territories also has circuit courts, a court of summary jurisdiction and magistrate's courts.

#### Negotiations for federation

123. Following the dissolution of the Federation of The West Indies in 1962, the representatives of the Governments of Barbados, Antigua, Montserrat, St. Kitts-Nevis-Anguilla, Dominica, St. Lucia, St. Vincent and Grenada began discussions among themselves and with the Government of the United Kingdom for the formation of a federation to be known as "The West Indies Federation". Late in 1962, Grenada opened discussions with Trinidad and Tobago on a possible association, but the remaining seven Territories decided to go ahead with plans for a federation.

124. Negotiations continued until April 1965, when the Chief Minister of Antigua announced that Antigua would not join the proposed federation. In August 1965, the Premier of Barbados announced that Barbados would seek separate independence.

#### Proposals for associated status

125. In December 1965, the United Kingdom issued a White Paper in which it proposed a new constitutional status for six Territories, namely Antigua, Dominica, Grenada, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent. It was proposed that constitutional changes for the Territory of Montserrat be considered separately.

126. Under the constitutional arrangements, each Territory would become a State in association with the United Kingdom, with control of its internal affairs and with the right to amend its own constitution, including the power to end this association and to declare itself independent.

127. So long as the Territories remained States in association with the United Kingdom, that Government would accept responsibility for their external affairs and defence, and the British Parliament and the Queen-in-Council would have legislative power for the discharge of their responsibility. Apart from these powers and responsibilities, and powers concerned with the application in the Territories of the British Nationality Acts, the United Kingdom Government would have no power to legislate for the Territories without their consent and no responsibility for the conduct of their affairs.

128. The head of the executive government would be the Queen's representative appointed for a term of five years by the Queen on the advice of the Secretary of State for the Colonies who would be guided by the Chief Minister (or Premier) concerned. A British Government representative in the area would be responsible for the conduct of relations between the United Kingdom and the Territories.

129. Safeguards for the preservation of democratic forms of government and for the protection of fundamental rights would be entrenched in the constitutions of the Territories. A superior court would be established for all the Territories whose functions would include securing the observances and interpretations of the constitutions. The President of the Court would be appointed by the Lord Chancellor. Citizenship would continue to be governed by the British Nationality Acts unless a Territory established a separate citizenship.

130. The Territories would continue to be eligible to receive British aid, including budgetary assistance. These arrangements, if accepted, would provide the basis from which fresh forms of regional co-operation either among themselves or with neighbouring islands could be considered.

131. Each Territory was invited to consider these proposals and to prepare draft constitutions which could then be discussed at a constitutional conference.

132. These proposals were considered by the legislatures in each of the Territories early in 1966 and draft constitutions were prepared. A series of constitutional



conferences then took place in London between 28 February 1966 and 26 May 1966, at which agreement was reached on the new status of association with the United Kingdom outlined in the White Paper and on the general outlines of new constitutions for each Territory. The Leader of the Opposition of St. Lucia signed the report but was recorded as stating that because of the fundamental nature of the new arrangements, their introduction should be preceded by a general election. The Leader of the Opposition of Grenada also signed the report but was recorded as not agreeing to certain provisions of the new Constitution, including the transitional provisions. He also called for a general election before the new arrangements came into effect.<sup>12/</sup> A brief account of the constitutional conferences is contained in the previous report of the Special Committee.<sup>13/</sup>

#### Main features of the new arrangements

133. General. By the terms of the new constitutional arrangements agreed upon at the Conferences, each Territory will become self-governing in a new relationship of association with the United Kingdom. It was agreed that this would be a free and voluntary association, terminable by either side at any time, and that it would represent the termination of the colonial relationship between the Territories and the United Kingdom.

134. The new associated States will have full control over internal matters while the United Kingdom will retain powers relating to external affairs and defence. Each associated State will have power to amend its constitution, including the power to end the association with the United Kingdom and declare itself independent. The main features of the new arrangements are described below.

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<sup>12/</sup> For further details, see paragraphs 248 and 249 below.

<sup>13/</sup> A/6300/Add.10, chapter XXII, paras. 59-68.

135. Responsibilities and powers of the United Kingdom. Almost identical agreements were reached at the three separate conferences on the question of the responsibilities and powers of the United Kingdom. The relevant portion of the Report of the Windward Islands Constitutional Conference (Dominica, Grenada, St. Lucia and St. Vincent) is reproduced in full below.

"12. It was agreed that the United Kingdom will in each case be responsible for defence and external relations. In discharging this responsibility the United Kingdom will act in close consultation with the Governments of the associated states in matters which affect the territory. It was accordingly agreed that during the continuance of the association the relations between the United Kingdom and each associated Government should be governed by the arrangements described below.

"13. The United Kingdom legislation establishing the association should provide that the Government of the United Kingdom is to be responsible for the defence and external relations of each associated state and should have executive authority for this purpose.

"14. The United Kingdom legislation should also provide that the Government of the United Kingdom could confer a general or specific authority upon the Government of any associated state, subject to any exceptions, limitations or conditions that may be appropriate, to deal on their behalf with specified matters in the field of external relations.

"15. The United Kingdom legislation should contain provisions to the effect that no Act of Parliament of the United Kingdom passed after the commencement of the association would extend to any of these associated states as part of its law unless it is expressly declared in the Act that the associated state has requested and consented to the enactment of the Act.

"16. Similarly, the United Kingdom legislation providing for the constitution of the associated state should reserve to Her Majesty a general power to make laws by Order in Council but no such Order in Council should have effect as part of the law of the associated state unless it is expressly declared in the Order in Council that the associated state has requested and consented to the making of the Order in Council.

"17. For the purposes of the two preceding paragraphs the request and consent of the associated state should be signified by resolutions of the Chamber or Chambers of its Legislature.

"18. The legislative provisions described in paragraphs 15-17 above should be subject to an exception under which an Act of Parliament of the United Kingdom or an Order of Her Majesty in Council would have effect as part of the law of the associated state if it is expressly declared in the

Act or Order in Council that in the opinion of the Parliament or Government of the United Kingdom the Act or Order in Council is required to have effect in the associated state in the interests of the responsibilities of the Government of the United Kingdom for defence and external relations. It would not be possible, by means of an Act of Parliament or Order in Council having effect by virtue of the exception, to amend, suspend or revoke the constitution of the associated state. (Nor of course would it be possible for the Parliament of the associated state to amend its own constitution by the insertion of provisions inconsistent with the United Kingdom legislation described in paragraphs 13-16 while the association exists.)

"19. The Governments of Grenada, Saint Vincent and Dominica, wish to have agreements relating to external affairs and defence on the basis of the heads of agreement set out in Annex D. 14/ The Government of Saint Lucia would like to have an agreement on defence on the basis of paragraphs 3-6 of Annex D.

"20. The Government of the United Kingdom, in pursuance of the provisions of the United Kingdom legislation referred to at paragraph 14 above would at the commencement of the association entrust the Government of each associated state with authority in the field of external relations by means of a dispatch drawn up on the basis of the Draft at Annex E. 15/ The United Kingdom Government also undertook to examine ways of providing training and experience for officials of the associated states in the conduct of external relations.

"21. It was recognized on all sides that the operation of arrangements of this kind in respect of defence and external affairs depended upon a spirit of co-operation and mutual confidence. There would have to be the fullest consultation at all stages between both sides. The Government of the United Kingdom for their part acknowledge that, as the association is a voluntary one terminable by either country, every endeavour should be made to resolve any difference of view between the Governments by means of free negotiation and to maintain the spirit of co-operation and mutual confidence that now exists and that makes a voluntary association possible. The Government of the United Kingdom regard the legislative powers of the Parliament of the United Kingdom and Her Majesty in Council over the associated states in respect of defence and external relations as an ultimate safeguard of the legitimate interests of the United Kingdom, necessary because it would not be reasonable to expect the United Kingdom to bear a responsibility without having the means of discharging it whatever course events might take, but unlikely to be invoked except as a last resort in circumstances that in practice seem likely to arise."

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14/ The Governments of Antigua and St. Kitts-Nevis-Anguilla also subscribed to these agreements relating to external affairs and defence. The heads of agreement are reproduced in paragraph 136 below.

15/ See paragraph 137 below.

136. The heads of agreement which are to form the basis of agreements relating to defence and external affairs as contained in the Report of the Windward Islands Constitutional Conference are reproduced below. These are the same as those for the other Territories.

"HEADS OF AGREEMENT ON DEFENCE AND EXTERNAL  
AFFAIRS

General

"1. There will be a preamble referring to the provisions of the Order in Council defining the responsibilities of the United Kingdom Government for defence and external affairs and the powers of the United Kingdom Parliament and Her Majesty in Council to legislate for the Territory.

"2. This agreement will have effect as long as the association between the United Kingdom and the Territory lasts, but will be capable of modification by mutual agreement.

Defence

"3. The Government of the Territory will take all steps (including, where necessary, steps to secure the passage of legislation) to provide such facilities as may be required in the Territory by the United Kingdom Government for the fulfilment of their responsibilities or obligations with respect to the defence of the Territory or of the United Kingdom and its associated states and territories or the safety of any other part of the Commonwealth or of any of the allies of the United Kingdom.

"4. The Government of the Territory will not, without the consent of the United Kingdom, grant access to any part of their Territory or territorial waters to, or allow the use of any of their airfields, communications or harbour facilities by the forces or agents of any other Government.

"5. An agreement dealing with the exercise of jurisdiction over United Kingdom visiting forces and other matters normally dealt with in status of forces agreements will be entered into at the same time as this agreement.

"6. Any United Kingdom forces introduced into the Territory for defence purposes under this agreement will not be used in aid of the civil power or for any purposes other than defence purposes except at the request of the Government of the Territory and with the agreement of the United Kingdom Government. Provided that the request of the Government shall not be necessary if at any time that Government is unable, through circumstances beyond its control, to make a request.

External affairs

"7. The United Kingdom Government will consult the Government of the Territory before entering into international obligations with respect to that Territory.

"8. The United Kingdom Government will from time to time by dispatch define the extent to which the Government of the Territory will have authority to act in the field of external relations.

"9. The Government of the Territory will take all steps (including, where necessary, steps to secure the passage of legislation) that, after full consultation between the United Kingdom Government and the Government of the Territory, are required by the United Kingdom Government-

- (a) to secure the fulfilment of the Commonwealth or international obligations or responsibilities of the United Kingdom Government; or
- (b) in the interests of good relations between the Territory or the United Kingdom and another country.

"10. The Government of the Territory will not introduce or support legislation which might affect the discharge of the United Kingdom Government's Commonwealth or international obligations or responsibilities or the maintenance of good relations between the Territory or the United Kingdom and another country without prior reference to and consultation with the United Kingdom Government. The Government of the Territory will not proceed with or support legislation if the United Kingdom Government inform them that its passage would be detrimental to the discharge of those obligations or responsibilities or the maintenance of such relations.

"11. (1) Where in the opinion of the United Kingdom Government the enactment of legislation for the Territory is required in the interests of the responsibility of the United Kingdom Government for the external affairs or defence of the Territory or of the United Kingdom and its other associated states and territories the United Kingdom Government shall invite the Government of the Territory either-

- (a) to signify their consent to the enactment of the legislation by the Parliament of the United Kingdom or by Her Majesty in Council; or
- (b) to take steps to secure the enactment of the legislation by the Parliament of the Territory or other appropriate authority in the Territory.

"(2) If the consent of the Government of the Territory to the enactment of legislation by the Parliament of the United Kingdom or by Her Majesty in Council is signified under paragraph (1)(a) of this clause, the United Kingdom Government may take steps to secure the enactment of the legislation accordingly.

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"(3) If the Government of the Territory see difficulty in acceding to a request made to them by the United Kingdom Government under paragraph (1) of this clause, then the fullest consultation that is practicable in the circumstances of the case shall take place between the Government of the United Kingdom and the Government of the Territory with a view to resolving the difficulty.

"(4) Where after consultation under paragraph (3) of this clause there is failure to reach agreement concerning the enactment of legislation, and the United Kingdom Government remain of the opinion that it is nevertheless necessary for legislation to be enacted in the interests of their responsibility for the external affairs and defence of the Territory or of the United Kingdom and its other associated states and territories, the United Kingdom Government shall give as much notice as possible to the Government of the Territory of their intention to take steps to secure the enactment of the legislation by the Parliament of the United Kingdom or by Her Majesty in Council; 16/ [and before taking such steps shall so far as is practicable afford the Government of the Territory the opportunity of considering whether, in all the circumstances, it would wish to take steps to secure the termination of the association between the United Kingdom and the Territory].

"12. In order to enable the United Kingdom Government to discharge their responsibilities for defence and external affairs, the Government of the Territory will keep the United Kingdom Government fully informed on matters relating to or affecting these responsibilities of the United Kingdom Government."

137. The draft dispatch setting out the means of entrusting authority in the field of external relations to the Governments of the associated States, as contained in the Report of the Windward Islands Constitutional Conference is set out below. Identical draft dispatches are contained in the other reports.

#### "DRAFT DESPATCH

"1. In carrying out their general responsibility for the external affairs of the Territory the British Government will seek the fullest consultation with the Government of the Territory and will at all times have special regard to the interests of the Government of the Territory and of the association between the two Governments.

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16/ Would not be required by the Governments of Dominica and Grenada.

"2. Subject to the understandings set out in later paragraphs of this despatch Her Majesty's Government in the United Kingdom hereby delegate executive authority to the Government in the Territory with respect to their external relations with other countries as follows:

- "(a) authority to apply for full or associate membership, as may be provided for in the Constitution of the organisation concerned, of those United Nations Specialised Agencies or similar international organisations of which the United Kingdom is itself a member and for membership of which the Territory is eligible;
- "(b) authority to arrange or permit visits by representatives of or persons in the employ of any organisation under sub-paragraph (a) above of which the Territory is a full or associate member;
- "(c) authority to negotiate and conclude trade agreements with other countries, whether bilateral or multilateral, relating solely to the treatment of goods. Agreements relating to establishment matters (i.e. those affecting the rights of persons and companies of the contracting parties) will continue to be dealt with in commercial treaties negotiated by the British Government. The British Government will, however, be prepared, in appropriate circumstances, to delegate to the Government of the Territory ad hoc authority to conclude individual trade agreements in which establishment matters are included. Agreements affecting the Territory relating to civil aviation and shipping will continue to be dealt with in accordance with present practice whereby the British Government engage in the fullest consultation with the Government of the Territory and invite their participation in such negotiations as are necessary;
- "(d) authority to arrange or permit visits of up to thirty days for trade or commercial purposes by representatives or residents of the Territory to any other country, and by representatives or residents of any other country to the Territory (though questions relating to the establishment of permanent or temporary representation of other countries in the Territory or of the Territory in other countries will continue to be determined by the British Government after consultation with the Government of the Territory);
- "(e) authority to negotiate and sign agreements of purely local concern with any member of the British Commonwealth or any British Colony in the Caribbean area;
- "(f) authority to negotiate and sign agreements for financial and technical assistance or of a cultural or scientific nature with any member of the British Commonwealth or with the United States of America or with any international organisation of which the United Kingdom is a member;

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"(g) authority to negotiate and sign agreements with other countries whether multilateral or bilateral relating to emigration from the Territory to those countries and to emigrant labour schemes.

"3. In addition the British Government will give sympathetic consideration to any request by the Government of the Territory for authority to take action on individual questions of external relations not covered by this despatch.

"4. In view of the general responsibility of the British Government for the external affairs of the Territory under the terms of the association mutually agreed between them the Government of the Territory have agreed to inform the British Government in advance of any proposal for the exercise of the authority to conduct negotiations delegated to the Government of the Territory in paragraph 2 (c), (e), (f) and (g) of this despatch and to keep the British Government informed of the progress of any such negotiations. The British Government will inform the Government of the Territory if it shall appear that there is any conflict between the actions or proposals of the Government of the Territory in this field and the international commitments, responsibilities or policies of the British Government. The Government of the Territory have agreed that after consultation they will accept the decision of Her Majesty's Government in such matters."

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138. Termination of association. The procedure for termination of the association, which both the United Kingdom and the associated States will be free to initiate at any time, will require the approval of a two-thirds majority in the lower house of Parliament and a two-thirds majority of the votes cast in a referendum. However, in the event that the association is terminated for the purpose of joining with an independent Commonwealth country in the Caribbean, either in union, federation or association, no referendum would be required. The delegates to the conferences on Dominica, Grenada, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent who had expressed apprehension concerning the possibility of the arbitrary use by the United Kingdom of the power to terminate the association, received assurances that the United Kingdom would give six months' notice of intent to end the association, would seek the approval of the United Kingdom Parliament before doing so, and would also be prepared to hold a conference to discuss ending the association.

139. Internal constitutional arrangements. The main features of the new constitutions for each Territory were agreed upon at the conferences. They include provision for a parliament in each Territory: one house in Dominica, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent and an upper house and a lower house in Antigua and Grenada. Amendment of the constitutions can only take place in the Territory concerned and requires either approval by two thirds of the members of parliament or two thirds of the electorate in the case of basic clauses of the relevant constitution, such as fundamental freedoms or the structure of the parliament. Each parliament will have a life of five years. An outline of each constitution is set out below in the sections relating to particular Territories.

140. Judiciary. The Governments of the associated States are to participate in a Supreme Court of Judicature whose jurisdiction could be extended to other interested Territories in the region. The Court will have jurisdiction over the following matters, among others: fundamental rights and freedoms, membership of the parliaments, and conflicts between parts of the constitution of each State. The jurisdiction of the high court will be prescribed by the parliaments of the respective associated States. Further details concerning the Supreme Court, agreed upon by the Territories at a conference held in September 1966, are set out in paragraphs 146 to 148 below.

141. Citizenship. Citizenship of the respective associated States will, as in the past, continue to be held in common with the United Kingdom and Colonies. However, should the association be terminated, separate citizenship for each State, provision for which will be inscribed in each constitution, will become operative and will apply to persons born there, those whose father is a citizen, and women married to citizens.

142. Economic aid. At the Antigua Conference, it was agreed that after the new constitutional arrangements come into force Antigua would continue to be eligible for United Kingdom aid.

143. Early in the Conference on Dominica, Grenada, St. Lucia and St. Vincent, all the delegates pressed the United Kingdom delegation for assurances that the new status would not result in a less favourable position for the islands in respect of trade, aid and immigration. The United Kingdom delegation stated that, in view of other commitments, and as aid had been recently increased to the four islands, resulting in roughly £6 per head of population annually being made available, financial assistance could not be increased, but efforts would be made to spend it more effectively. Aid undertakings already given would be carried out in full and budgetary aid would be provided if necessary. With regard to trade and immigration the United Kingdom delegation explained that the new constitutional arrangement would not alter present trading arrangements, and that the United Kingdom Government could not offer specially favourable treatment to immigrants from the associated States over other Commonwealth immigrants.

Final meeting of the Regional Council of Ministers, August 1966

144. The Regional Council of Ministers, an organization established in 1962 to pave the way for an Eastern Caribbean Federation and which had not met since April 1965, held its final meeting in Barbados in August 1966. The Council decided to wind up its activities on 30 November 1966, the day Barbados became independent. The seven Territories of the Windward and Leeward Islands decided to establish a new organization, the details of which were to be discussed at a meeting in St. Lucia in September 1966.

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Establishment of new regional organization, September 1966

145. Two separate conferences were held in St. Lucia between 12 and 23 September 1966, one concerned with the establishment of a regional supreme court, the other with the establishment of an organization to succeed the Regional Council of Ministers. These conferences were attended by the Chief Ministers of each Territory.

146. At the first conference, agreement was reached on the establishment of a court to be known as the West Indies Associated State Supreme Court. The court will consist of a Chief Justice, a High Court and a Court of Appeal. It will have its headquarters in Grenada and is expected also to serve Montserrat and the British Virgin Islands.

147. The Chief Justice will be appointed by the Crown. He will head both the Supreme Court and the Judicial and Legal Service Commission which will have the responsibility for appointing the other judges. The Commission will be made up of the Chief Justice, a justice of appeal or a puisne judge appointed by the Chief Justice, a retired judge appointed by the Chief Justice acting on the recommendation of a majority of the premiers of the States and two chairmen of the Public Service Commissions of the Associated States.

148. The High Court will consist of six or seven judges while the Court of Appeal will consist of the Chief Justice and two judges. Candidates for these positions from the associated States will be given preference.

149. At the second conference, held in St. Lucia in September 1966, agreement was reached on a new organization to succeed the Regional Council of Ministers. The new organization will have its headquarters in St. Lucia. The chairman will be the Chief Minister of one of the States and the office will be held in rotation. The Conference agreed to reorganize the existing Commission in London by strengthening it on the trade side, and pressing for its status to be raised to that of a High Commission. The Conference also agreed to investigate the possibilities of establishing a commission in Canada.

150. The Conference also discussed the Report of the Tripartite Economic Survey. It was agreed that meetings with representatives of the Governments of Canada, the United Kingdom and the United States would be held in Antigua between 2 and

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5 November 1966 at which the Governments of the Windward and Leeward Islands would put forward their joint views on the regional aspects of the report.<sup>17/</sup>

#### Dates fixed for associated status

151. During the latter half of 1966 the agreements reached at the London conferences were ratified by the local legislatures. On 2 February 1967, the enabling legislation, paving the way for the necessary orders-in-council to be issued, was passed by the United Kingdom House of Commons.

152. On 16 January 1967, the dates on which the new Constitutions and associated status would come into force were announced as follows: Antigua and St. Kitts-Nevis-Anguilla, 27 February 1967; Dominica and St. Lucia, 1 March 1967; Grenada, 3 March 1967. On 2 February 1967, it was announced that St. Vincent would be granted associated statehood by 1 June 1967. St. Vincent will achieve its new status later than the other Territories because of a dispute connected with the recent elections.<sup>18/</sup>

#### Regional economic developments

153. East Caribbean Currency Authority. A new currency board, the East Caribbean Currency Authority, was established in 1965 under the provisions of the East Caribbean Currency Agreement made on 18 January 1965 by the Governments of Antigua, Barbados, Dominica, Montserrat, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent. The new unit of currency is the East Caribbean dollar (\$EC); its rate of exchange is the same as that of the West Indian dollar it replaced, namely, 4s. 2d. (sterling) or \$US0.5833.

154. Tripartite Economic Survey. Late in 1965, the United Kingdom, Canada and the United States agreed to participate in a tripartite economic survey of Barbados and the Leeward and Windward Islands. A summary of the report, which suggests a strategy for development in the islands, was published in June 1966.

155. The main points of the summary are as follows. The essential factors in the island economies are the high rate of population increase, the lack of land, capital and skills; the dominance of export agriculture - sugar, bananas, nutmeg,

<sup>17/</sup> See paragraph 159 below.

<sup>18/</sup> See paragraphs 381-386 below.

cocoa, citrus, arrowroot and coconuts - and the poor market prospects for these products. Ideal growth industries would require little land, be able to attract capital and skills from abroad and be major foreign exchange earners; and tourism fits all these requirements very well, provided that the import content of tourist expenditure is kept down. At present, tourism is a sizeable industry in Antigua, smaller but flourishing in Grenada and St. Lucia and just beginning in the other islands. One adverse feature of tourism at present is its seasonal concentration from early January to the end of March and the idleness of hotels during the rest of the year. The islands should therefore be made year-round resorts by large-scale promotion carried out under a regional policy for tourist development. The number of hotel beds could be doubled between 1965 and 1970 and expenditure by visitors could rise from \$EC49 million to an estimated \$EC125 million.

156. Turning to agriculture, the report suggests that vigorous efforts should be directed towards improving the organization of the production and marketing of food crops and livestock, and that forestry in Dominica and fishing in all the islands have good prospects for development. The fishing industry, which could help to cut down the import bill, should be organized on a larger, regional scale.

157. Improvements in marketing techniques and storage and transport facilities are recommended, as is the development of new industry on a limited basis. Attention is called to certain weaknesses, including the lack of local capital, weak public administration and inadequate and unbalanced educational facilities.

158. The report's conclusions are not very optimistic about the prospects of spontaneous growth, with the possible exception of the tourist industry. According to the report, growth could be fostered by active development measures in the form of a well-integrated, long-term regional programme, which in the beginning would have to rely on outside sources for much of the initiative, finance and execution. The extent of this external participation could be phased out, as local resources were built up. The following development services would be needed and would be best planned and administered on a regional basis: industrial development and promotion; tourist development and promotion; market research; fisheries development; forestry and industrial minerals; agricultural development; and research and supporting technical services. A regional development agency should be established under the joint sponsorship of the United States, the United Kingdom

and Canada and be divided into a technical and commercial services division and a development bank division. The bank would operate on strictly commercial lines, once interest-free or low-cost capital had been subscribed to it. The bank, as a regional agency, could deal with certain international development agencies, whose rules at present preclude consideration of individual islands because of their small size.

159. A meeting of representatives of the United States, United Kingdom, Canada, Barbados and the Windward and Leeward Islands took place in Antigua in November 1966. Speaking before the meeting took place, Mr. Herbert Blaize, Grenada's Chief Minister, said that there had been no official announcement from either Britain, Canada or the United States on the report. Grenada and the other islands regarded this meeting as an opportunity to hear the attitude and reaction of those countries to the report. He also said that the meeting would be concerned with the regional aspects of the report and that individual territorial requirements would be taken up later.

160. Caribbean Free Trade Area (CARIFTA). In December 1965, the Governments of Guyana (then British Guiana), Barbados and Antigua signed an agreement to create a free trade area to be known as the Caribbean Free Trade Area. The agreement was expected to come into operation during 1966 but was postponed twice. Talks were held between the Governments concerned in Barbados and Antigua in August, in Barbados in November and in Guyana in December 1966. It was reported on 11 December 1966 that, at the talks held in Georgetown, final agreement was reached. The Barbados legislature ratified the agreement on 9 August 1966 and the Guyana Parliament on 30 December 1966. The scheme is now expected to come into force early in 1967.

161. The agreement provides for accession by any other Caribbean country or Territory, but, so far, none has applied. Support for free trade in the area was sought by a delegation representing the Incorporated Commonwealth Chambers of Commerce and Industry of the Caribbean, which visited ten Commonwealth countries and Territories in the Caribbean in September and October 1966.

162. Sugar industry. The present world market price for sugar is about £15 per ton, which is said to be about half the cost of production. However, by virtue of the Commonwealth Sugar Agreement the United Kingdom buys West Indian sugar for a price

which in 1966 averaged £45/1/11 per ton. Under the United States Sugar Act the United States paid £45/1/0 per ton in 1966, while in the same year Canada paid only £20/16/0 per ton. The low price paid by Canada was the subject of discussions in Ottawa in July 1966 and at the meeting of West Indies sugar producers in Puerto Rico in August, where producers agreed that a direct approach should be made to the Canadian Government with a view to securing a better price. At the conference held in Ottawa in July 1966 between the Governments of Canada and the Commonwealth Caribbean countries, the Canadian Government agreed to waive the £2 per ton duty on sugar (the preferential rate) imported from Commonwealth countries in the West Indies provided Commonwealth and other sugar suppliers agreed and subject also to agreement by GATT. It was reported in December 1966 that the move to allow West Indian sugar into Canada duty-free had been successfully opposed within GATT and by Canadian refiners.

163. Speaking at the annual general meeting of the British West Indies Sugar Association in Bridgetown, Barbados, on 14 December 1966, the Chairman, Sir Robert Kirkwood, said that producers were likely to suffer further over-all losses in the coming year. Sir Robert said that the estimated production for the coming year was 1,227,678 tons, of which 1,080,000 tons would be available for export. Shipments to the United Kingdom up to October 1966 were 627,204 tons, to Canada 222,440 tons and to the United States 115,161 long tons. The total possible outlets in these three countries in 1966 were "just over 1,175,000 long tons". Sir Robert emphasized the value of the agreements with the United Kingdom and the United States but said that the negotiations with Canada had been of "scant benefit". He pointed out that even with the removal of customs duties, the price would still only be in the region of £20 per ton. Sir Robert paid tribute to the West Indian Governments for proposing in September that exports should be restricted to current levels with production cut-backs if necessary. Reviewing 1966 crop conditions, Sir Robert informed the Association that in St. Kitts only 351,738 tons of cane was ground and only 37,753 tons of sugar was produced, the smallest crop since 1949. In Grenada, the 1966 crop represented an increase of 13 per cent over the previous year and the 1967 prospects were "very good".

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164. Banana industry. Representatives of the Windward Islands (Dominica, Grenada, St. Lucia and St. Vincent) took part in ministerial talks in London with representatives of Jamaica and the United Kingdom. At the conclusion of the conference the following communique was issued:

"The tripartite talks on bananas between the Governments of Jamaica, the Windward Islands and the United Kingdom was adjourned. The prospects for banana production in the West Indies and the marketing outlook in the United Kingdom and elsewhere were reviewed. There was a valuable exchange of views which recognized the importance of the banana industry to the economies of Jamaica and the Windward Islands and the mutual interest in satisfying requirements of the British consumer. There was general agreement on the desirability of avoiding a repetition of the supply conditions in the United Kingdom banana market in the winter of 1964-1965. Possible means to prevent such a recurrence were discussed and it was agreed to await the result of negotiations on which the producers are now engaged, after which, if requested by any of the three parties the talks will be resumed later this year."

165. On 12 December 1966, Jamaica, the Windward Islands and the marketing agents for these two producers signed an agreement providing for a total of 368,000 tons of fruit a year. Mr. Keith Jones, Acting Chairman of the Jamaica Banana Board, said that under the terms secured, the banana industry would do well. He reported that Jamaica would forward about 192,000 tons, and the Windward Islands 176,000 tons. Mr. Jones said that in future the greenboat price for fruit would be fixed on the basis of retail prices in the United Kingdom. He also reported that, whereas the freight rate in the past had been between £17 and £21/10/0 a ton, under a new arrangement it would be £18 a ton. This would depend, however, on the industry being able to load ships at all times to capacity. Mr. Jones said that the Jamaica deliveries would vary, but if either country (Jamaica or the Windwards) fell short of its quota, the other could make it up. Also in the contract was an agreement with the shipping agents that the Banana Board would pay for the full capacity of the ship, whether this was used or not. This meant that the Board would have to endeavour to fill ships to capacity in order to effect the cheaper rates. If Jamaica and the Windwards delivered less than the joint quota, the agents could then import from outside sources. On the other hand, any surpluses would be accepted and consigned to the European market.



ANTIGUA<sup>19/</sup>

General

166. The Territory comprises the island of Antigua and its dependencies, Barbuda, which lies twenty-five miles to the north, and the uninhabited island Redonda. The total area of the Territory is 170.5 square miles (442 square kilometres): Antigua has an area of 108 square miles (279.7 square kilometres), Barbuda 62 square miles (160.5 square kilometres) and Redonda 0.5 square miles (1.3 square kilometres). The islands lie in the hurricane zone and are subject to severe droughts.

167. In 1963 the population was estimated at 57,400, almost all of whom are of African or mixed descent.

Constitution

168. The provisions of Antigua's new Constitution which are also contained in those of the other five Territories, as well as a description of the new relationship of association with the United Kingdom, are set out in paragraphs 133 to 143 above. The main provisions of the new Constitution relating to the internal system of government are set out below.

169. The Parliament of Antigua will consist of the Queen, a Senate and a House of Representatives. The Queen will be represented by a Governor. The Governor will be appointed by the Queen.

170. The Senate will consist of ten senators appointed by the Governor, seven of whom will be appointed on the advice of the Premier and three after consultation with the Premier. Whenever there is an Opposition represented in the House of Representatives, it will be given representation through one or more of these three members. The Senate will have power to delay a money bill for up to one month and any other bill passed by the House of Representatives for up to two years.

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<sup>19/</sup> The information on Antigua has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter on 6 December 1966, for the year ending 31 December 1965.

171. The House of Representatives will consist of not less than ten elected members. The Speaker will be elected by the members of the House and if not already a member of the House will become one by virtue of his office. If the Attorney-General is not an elected member of the House of Representatives he will, by virtue of his office, be an additional non-voting member of the House.

172. The Parliament of Antigua will have power to alter any of the provisions of the Constitution. A bill to alter the Constitution must be supported by two thirds of the members of the House of Representatives. In the case of a bill to alter a "basic clause" of the Constitution, three months must elapse between its introduction and the first debate on it. After the bill's passage by both Houses, or its rejection by the Senate for a second time, it must be submitted to a referendum and approved by two thirds of the electors. There will be no need for a referendum in connexion with a bill which terminates association with the United Kingdom and makes provision for Antigua to join any other Commonwealth country in the Caribbean.

173. The "basic clauses" of the Constitution will include such subjects as the status of the Territory, fundamental rights and freedoms, the structure of Parliament, including the composition of the legislature, electoral qualifications, the constituency commission, the judiciary, the Public Service and finance.

174. The Constitution will also provide for safeguarding the fundamental rights and freedoms of the individual, irrespective of race, place of origin, political opinions, colour, creed, or sex, subject to respect for the rights and freedoms of others and for the public interest.

175. The executive authority of Antigua will be vested in the Queen and will be exercised on her behalf by the Governor. The Governor will exercise his functions on the advice of a Cabinet. The Governor will appoint as Premier the member of the House of Representatives who in his judgement is best able to command the confidence of a majority of the members of the House. He will appoint other ministers and parliamentary secretaries on the Premier's advice, provided that at least one minister is a member of the Senate. The general direction and control of the Government of Antigua will rest with the Cabinet.

### Electoral system

176. The members of the House of Representatives will be elected in single-member constituencies. During the first five years, however, the Governor, on the advice of the Premier, may declare that two or more existing constituencies shall be two-member constituencies until additional constituencies are created through the operation of the procedures laid down in the Constitution. Under these procedures a constituency commission, to be appointed by the Governor on the advice of the Premier, will review the number and boundaries of the constituencies at intervals of not less than two and not more than five years.

177. A Commonwealth citizen who has attained the age of twenty-one years will be qualified for membership of the legislature if he was born and is domiciled in Antigua, or if he is domiciled in Antigua and has been resident there for at least five years.

178. A person will be qualified to be registered as an elector if he has attained the age of twenty-one years and is a Commonwealth citizen who was born in Antigua and is resident there or is a Commonwealth citizen who has resided there for a period of three years.

### Public Service

179. In 1965 there were 36 expatriate officers (3 pensionable and 33 non-pensionable, including 26 teachers) and 1,653 local officers in the Public Service. During the year 12 officers were sent for training overseas.

### Political parties

180. There are two political parties in Antigua, the Antigua Labour Party (ALP), the governing party, and the Antigua-Barbuda Democratic Movement (ABDM).

181. The last elections were held in the Territory on 29 November and 15 December 1965. The ALP retained all ten seats and is thus the only party represented in the present Legislative Council. Twenty-five candidates stood for election, including five independents. During the campaigning for the election, which was reported to have been "heated", the ALP called for "independence for Antigua along the lines of the Cook Islands".

Recent political developments

182. On 16 January 1967, it was announced that Antigua's new Constitution and its new status of association with the United Kingdom would come into force on 27 February 1967.

Economic conditions

183. The economy of Antigua depends on primary production and tourism. There are a few secondary industries which produce rum, clean cotton, cotton-seed oil, cotton-seed meal, corn meal, bran and arrowroot.

184. Price fluctuations and a severe drought throughout 1965 and 1966 severely affected the sugar and cotton industries. The sugar crop yielded only 14,040 tons in 1965, as against 21,000 tons in 1964, while in 1966, production declined further to 8,500 tons. Cotton production also declined from 154,000 lbs. of clean lint in 1964 to 98,459 lbs. in 1965.

185. The administering Power reports that during 1965, the Government took positive measures to sustain and revitalize the sugar and cotton industries. These measures included financial aid to the sugar company, the setting up of a commission of inquiry into the sugar industry, the construction of dams and experimentation in mechanical harvesting and cleaning of cotton.

186. The sugar factory in Antigua is owned partly by the Government, which holds 45 per cent of the shares. In July 1966, the factory ceased operations, and, in August, the Royal Bank of Canada exercised its right under a mortgage agreement and appointed a receiver. In September, the Chief Minister announced that the Government was negotiating with the Bank to take the factory out of receivership and begin preparations for the 1967 crop. The Chief Minister also said that further finance was being sought from the United Kingdom Government to replace obsolete equipment in the factory. In October, the Opposition party, the Antigua-Barbuda Democratic Movement (ABDM) called upon the Government to outline its plans to save the sugar industry. The factory was offered for sale in late October, and, in November, the directors of the factory successfully applied to the High Court for an injunction restraining the receiver from selling the factory. The Government of Antigua informed the Colonial Secretary that it intended to make an

offer for the company on the ground that it considered it essential in the public interest for the sugar industry in Antigua to be continued for some time. In January 1967, the Chief Minister was reported to be having discussions in London concerning the sugar industry.

187. Water conservation and the construction of dams are being assisted by external aid. During 1966 the United Kingdom made a grant of \$EC1.5 million for this purpose and Canada agreed to make a grant of \$EC2 million. Aid in the form of a loan of \$250,000 was also promised by the United States in 1966 for the construction of a deep water harbour at St. Johns.

188. The administering Power also reported continued encouraging progress during 1965 in the development of the tourist industry and light industry. The Government proposes to review its incentive legislation in these two fields from time to time to ensure that concessions granted are competitive with those of other Caribbean Territories. A new oil refinery was expected to be completed in November 1966, capable of handling 1,000 barrels of crude oil per day.

189. The number of tourists visiting the Territory increased from 13,000 in 1958 to 46,118 in 1964, and 60,427 in 1965. The runway at the airport was recently improved to accommodate large jet aircraft.

190. In the Report of the Tripartite Economic Survey, it is stated that because of drought there is no long-term future for the sugar industry. It was believed, however, that if heavy expenditure was devoted to promotion and particularly to the extension of the season, the tourist industry could ensure an annual growth of 7 to 8 per cent in the gross domestic product.

191. The total value of imports for 1965 amounted to \$EC28,339,541. The main items imported were foodstuffs, clothing and fuel. Exports were valued at \$EC6,340,337, of which goods to the value of \$EC2,378,008 were domestic exports (sugar, molasses and cotton lint), the remainder being re-exports.

192. Local revenue in 1965 was estimated at £EC9,183,598, the principal sources being customs duties and income taxes. In addition, the Territory was to receive \$EC42,300 under the Overseas Service Aid Scheme, \$EC87,887 from Colonial Development and Welfare schemes and \$EC76,391 from other sources, bringing the total estimated revenue to \$EC9,390,176, compared with \$WI 10,439,996 in 1964. Total expenditure estimated for 1965 was \$EC8,544,609, compared with \$WI 9,746,681 in 1964.

### Social conditions

193. Labour. Almost half of the Territory's workers are employed in the sugar and cotton industries. Statistics on unemployment and on the effects of the drought on employment are not available.
194. During 1965, almost 200 workers went to the United States Virgin Islands and a similar number returned; the average length of absence was four months and most were employed in agriculture.
195. There are three organizations registered under the Trade Union Act: The Antigua Trades and Labour Union, the Antigua United Port Seaman and General Workers' Union and the Antigua Employers' Federation.
196. The administering Power reports that the accelerated economic and social development which has taken place in the Territory resulting from the tourist industry and the diversification of the economy, has caused severe pressures on the cost of living. The cost of such items as food, entertainment, fuel and lighting, housing, household items and services has risen considerably since 1960. The Government, however, controls the retail prices of certain items of food, meat and fish.
197. Public health. In 1965 there were sixteen Government registered physicians and one private physician. There was one general hospital with 180 beds.
198. In 1965, recurrent expenditure on public health amounted to \$EC1,391,291, compared with \$WI 1,334,095 in 1964. The proportion of public health expenditure to total expenditure for the Territory was 16 per cent.

### Educational conditions

199. Education is compulsory between the ages of five and fourteen years. The Government runs its own schools where education is free, and, in addition, there are private schools, some of which receive Government assistance.
200. In 1965, all of the Territory's 16,872 children of school age (8,391 boys and 8,481 girls) were enrolled in schools. Of that total, 13,861 were in primary schools (12,162 in 34 Government schools and 1,699 in 9 private schools), and 3,011 were in secondary schools (1,174 in 3 Government schools and 1,837 in 6 private schools). Seventeen students were enrolled at the Teachers' Training College.
201. Estimated expenditure on education in 1965 was \$EC983,565, or 13 per cent of the Territory's total expenditure for the year.

DOMINICA<sup>20/</sup>

General

202. Dominica is the largest of the Windward Islands with an area of 289.8 square miles (750.5 square kilometres). It is located approximately 220 miles north-west of Barbados and 950 miles north of Trinidad.

203. The estimated population at the end of 1964 was 66,030, almost all of whom were of African or mixed descent.

Constitution

204. The provisions of Dominica's new Constitution which are also contained in those of the other five Territories, as well as a description of the new relationship of association with the United Kingdom, are set out in paragraphs 133 to 143 above. The main provisions of the new Constitution relating to the internal system of government are set out below.

205. The Parliament of Dominica will consist of the Queen and a House of Assembly. The Queen will be represented by a Governor. The Governor will be appointed by the Queen.

206. The House of Assembly will consist of three nominated members, eleven elected members and one ex officio member, the Attorney-General. The Speaker will be elected by the members of the House, and, if not already a member, will become one by virtue of his office. Of the nominated members, two will be appointed by the Governor on the advice of the Premier and one by the Governor on the advice of the Leader of the Opposition. If there is no Leader of the Opposition, or if he does not wish to be consulted, the Governor, in his discretion, may consult any other person. Non-elected members of the House may vote on any question except motions of no confidence and bills to amend the Constitution.

207. The provisions of Dominica's Constitution concerning alteration of the Constitution, the protection of fundamental rights and freedoms, and the exercise

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<sup>20/</sup> The information on Dominica has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter, on 9 December 1966, for the year ending 31 December 1965.

of executive authority are essentially the same as those proposed for Antigua (see paragraphs 172 to 175 above).

#### Electoral system

208. Elected members of the House of Assembly will be elected in single-member constituencies. There will be a boundaries commission, consisting of the Speaker as chairman, two members of the House appointed on the advice of the Premier and two members of the House appointed on the advice of the Leader of the Opposition.

209. A British subject who has attained the age of 21 years will be qualified for election as a member of the House if he is domiciled and resident in Dominica or if he has resided in Dominica for one year, and is able to speak English.

210. A person will be qualified to be registered as a voter if he is a British subject who has attained the age of 21 years and has such other qualifications regarding residence, domicile or registration as may be prescribed by the Parliament of Dominica.

#### Public Service

211. In 1965, there were 12 expatriate officers (2 pensionable and 10 non-pensionable) and 1,529 local officers, including 42 senior officers, in the Public Service. During the year, 68 officers were sent for training overseas.

#### Local government

212. Two of the main towns, Roseau and Portsmouth, have town councils. The number of village councils has increased in recent years and in 1965 there were eighteen such councils. There are also four district council associations and a central organization, the Dominica Association of Village Councils.

#### Political parties

213. There are two political parties in Dominica, the Dominica Labour Party (the governing party), and the Dominica United People's Party.

214. The last elections were held on 8 January 1966, when the Labour Party was returned to power winning ten of the eleven seats, three more than at the previous election. The United People's Party won one seat, two less than at the previous election. Eighty per cent of the electorate voted.



215. Both parties were represented at the Constitutional Conference in London in April and May, 1966. The Leader of the Opposition signed the report but stated that he did not agree with the proposal for nominated members of the House of Assembly and that his party preferred a nominated second chamber of the legislature.

#### Recent political developments

216. On 16 January 1967, it was announced that Dominica's new Constitution and its new status of association with the United Kingdom would come into force on 1 March 1967.

#### Economic conditions

217. The economy of the Territory is based on primary production. The Report of the Tripartite Economic Survey described the economy as more diversified than that of most of the islands with a wider source of development and possibilities of expansion of the banana, citrus, food crops, livestock, forestry, timber, pumice, limestone and tourist industries.

218. In 1965, a number of enterprises were initiated, the most important being the pumice industry, which commenced productive operations towards the close of the year. In addition, the island's largest, most modern hotel was opened, and construction work was started on an oils and fats factory, which is intended to stimulate local production and increase the processing of coconuts. The poultry industry also made considerable strides, largely through the impetus of foreign private capital.

219. There was a record banana crop of 49,756 tons in 1965, but no corresponding increase in revenue, owing to the drop in banana prices. The number of tourists increased from 6,168 in 1964 to 6,897 in 1965. The Government has been considering the possibility of building a deep water harbour and has accordingly put in hand a geological survey of the harbour.

220. Trade figures for 1965 are not yet available. In the past, there has been a visible adverse trade balance, but this did not take into account expenditure in the Territory by tourists. Bananas and fruit juices have constituted the main exports.

221. Public revenue, derived principally from customs duties and income taxes, amounted to \$EC6,103,496 in 1965. This included a grant-in-aid from the United Kingdom of \$EC715,740. Total expenditures amounted to \$EC8,445,627, including \$EC2,200,622 on capital works.

#### Social conditions

222. Labour. There were six trade unions registered in the Territory in 1965: the Dominica Trade Union, the Dominica Union of Teachers, the Dominica Civil Service Association, the Dominica Amalgamated Workers' Union, the Seamen and Waterfront Workers' Trade Union, and the Dominica Association of Public Health Inspectors.

223. Agriculture is the principal occupation and provides employment for about 7,000 wage-earners, in addition to about 5,000 peasant proprietors. It is estimated that 3,000 workers are employed in road and building construction, 2,500 in manufacturing, 900 in transport and 500 in commerce.

224. Public health. There are 6 government hospitals with a total of 262 beds, and 26 dispensaries distributed throughout the island.

225. The infant mortality rate for 1965 rose from 52.9 to 55.6 per thousand live births. The death-rate declined from 9.4 to 8.6 per thousand.

226. During 1965, 138,780 pounds of powdered milk supplied by UNICEF was distributed to infants, pre-school children, pregnant and nursing mothers.

227. Recurrent expenditure on public health amounted to \$EC886,698 in 1965, compared with \$WI 740,178 in 1964. In addition, \$EC19,584 was spent on public health from Colonial Development and Welfare funds.

#### Educational conditions

228. Education is free between the ages of 5 and 15 years and is compulsory in certain areas. The number of compulsory areas rose from fourteen in 1964 to twenty-one in 1965. Secondary education is not free but, in 1965, thirty-five free places at secondary schools were awarded by the Government. Other scholarships are awarded by private organizations.

229. In 1965 there were fifty government primary schools and two private schools assisted by the Government. Enrolment in primary schools rose from 16,221 in 1964 to 17,200 in 1965. Secondary school enrolment fell from 1,569 to 1,152. A school building donated by the Canadian Government was opened in 1965 and over 900 of its 1,000 places were taken up.

230. Discussions were held during 1965 leading to proposals for the establishment of a university centre which, in addition to providing higher education for adults, could provide teacher training. The administering Power reports that the implementation of this idea would mean the gradual demise of the pupil-teacher system in Dominica.

231. Expenditure on education in 1965 amounted to \$EC1,085,686, compared with \$WI 794,478 in 1964.

GRENADA<sup>21/</sup>

General

232. Grenada is the most southerly of the Windward Islands in the Eastern Caribbean. The total area of the Territory is 133 square miles (344.5 square kilometres), including certain of the small islands known as the Grenadines, the largest of which is Carriacou with an area of 13 square miles (33.7 square kilometres). Approximately 10,000 acres are under forest.

233. The estimated population at 30 June 1964 was 93,911, almost all of whom were of African or mixed descent.

Constitution

234. The provisions for Grenada's new Constitution which are also contained in those of the other five Territories, as well as a description of the new relationship of association with the United Kingdom are set out in paragraphs 133 to 143 above. The main provisions of the new Constitution relating to the internal system of government are set out below.

235. The Parliament of Grenada will consist of the Queen, a Senate and a House of Representatives. The Queen will be represented by a Governor. The Governor will be appointed by the Queen.

236. The Senate will consist of nine members appointed by the Governor, five of whom will be appointed on the advice of the Premier, two on the advice of the Leader of the Opposition, and two on the advice of the Premier after he has consulted such organizations or interests as he considers should be represented. The Senate will have power to delay a money bill for up to one month and any other bill passed by the House of Representatives for up to two years.

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<sup>21/</sup> The information on Grenada has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter on 29 September 1966, for the year ending 31 December 1965.

237. The House of Representatives will consist of ten elected members. The Speaker will be elected by the House from among its members or from outside of the House.

238. The provisions of Grenada's Constitution concerning alteration of the Constitution, the protection of fundamental rights and freedoms, and the exercise of executive authority are essentially the same as those proposed for Antigua (see paragraphs 172 to 175 above).

#### Electoral system

239. The members of the House of Representatives will be elected in single-member constituencies. There will be a boundaries commission, which will consist of the Speaker, as chairman, two members nominated on the advice of the Premier, and two on the advice of the Leader of the Opposition. The Commission will review the number and boundaries of constituencies at intervals of not less than two and not more than five years.

240. A person will be qualified for membership of the legislature if he is a British subject who has attained the age of twenty-one years, is able to speak English and has either resided in Grenada for one year, or is domiciled and resident in Grenada.

241. A person will be qualified to be registered as a voter if he is a British subject who has attained the age of twenty-one years and satisfies such requirements as to residence or domicile in Grenada as may be prescribed by the legislature.

#### Public service

242. In 1965 there were seven expatriate officers (four pensionable and three on contract) and 2,245 local officers, forty-eight of whom held senior posts. Training schemes both within the Territory and overseas are provided for officers in the clerical and executive grades, for technical officers in the Public Works Department and for public health personnel.

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### Political parties

243. There are two political parties in the Territory, the Grenada National Party (the governing party), and the Grenada United Labour Party.

244. The last elections were held in September 1962, when the Grenada National Party won six seats and the Grenada United Labour Party won four.

245. Both parties were represented at the Constitutional Conference held in London in April and May 1966. The Leader of the Opposition, Mr. Eric Gairy, signed the report but recorded his disagreement with certain provisions of the new Constitution, including the transitional provisions. He also called for a general election before the new arrangements came into effect.

246. The position of the Grenada United Labour Party on this and other matters was outlined by Mr. Gairy in his statement to the Special Committee at its 463rd meeting on 7 September 1966.<sup>22/</sup> The Labour Party is opposed to unitary statehood with Trinidad and Tobago. Its leader stated to the Special Committee that the party tries to pursue a socialist democratic ideology.

247. The Grenada National Party has stood for the achievement of unitary statehood with Trinidad and Tobago.<sup>23/</sup> In statements made during 1966, the Chief Minister and leader of the party, Mr. Herbert Blaize, said that he was pursuing the goal of unitary statehood and that the achievement of self-government under the proposed new Constitution would enable Grenada to move closer to its eventual position in a Caribbean Economic Community of which union with Trinidad and Tobago was a part.

### Recent political developments

248. On 16 January 1967, it was announced that Grenada's new Constitution and its new status of association would come into force on 3 March 1967.

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<sup>22/</sup> See A/6300/Add.10, chapter XXII, paragraphs 328 to 355.

<sup>23/</sup> For further details see A/6000/Add.7, chapter XXIV, paras. 53-59; A/6300/Add.10, chapter XXII, paras. 104-109.

249. On 19 January 1967, Mr. Eric Gairy, the Leader of the Opposition, and the three other members of his party in the Legislative Council resigned their seats. Mr. Gairy was reported to have said that the resignations were in protest against the introduction of the new Constitution and the new status before general elections had been held. Mr. Gairy said that the present Government had no mandate to lead the Territory to its new status.

#### Economic conditions

250. The economy of the Territory is based on agriculture, the major crops being cocoa, nutmeg, mace, bananas, sugar, copra, limes and cotton. There are some secondary industries, including factories for the production of cigarettes, soap, edible oils, sugar, lime essence and soft drinks. There is also a distillery and a brewery. Tourism is becoming an important industry.

251. The administering Power reports that one of the outstanding features of 1965 was the deterioration of the cocoa market. There was a sharp decline in price, growers receiving prices almost equivalent to the cost of production. Other major crops such as bananas and nutmeg experienced better marketing conditions which offset the decline in the cocoa market. The establishment of a Cocoa Industry Board assisted growers.

252. In the Report of the Tripartite Economic Survey it is stated that the main prospects of growth in Grenada were in tourism although considerable expansion and diversification could take place in foodcrops and livestock. According to the report, the main airport needed improvements and it was recommended that an airstrip be built on Carriacou.

253. In 1965, the value of imports amounted to \$WI 19,098,800 compared with \$WI 17,672,800 in 1964, while the value of exports, including a small quantity of re-exports, amounted to \$WI 10,872,500 compared with \$WI 7,220,800 in 1964. The main imports were foodstuffs, iron and steel, timber, textiles and cement. The principal exports were cocoa, spices and bananas. Cocoa exports rose from 42,200 cwts in 1964 to 56,500 cwts although the value fell from \$WI 2,162,200 to \$WI 2,088,100 in 1964. The amount of nutmegs exported rose from 12,400 cwts in 1964 to 28,500 cwts and mace rose from 3,220 cwts in 1964 to 3,700 cwts.

The combined value of nutmeg and mace exports rose from \$WI 2,724,500 in 1964 to \$WI 5,491,400 in 1965. The amount of bananas exported rose from 1,151,900 stems in 1964 to 1,622,600 stems in 1965, the value rising from \$WI 1,845,300 to \$WI 2,417,100. The number of tourists increased from 21,634 in 1964 to 29,840 in 1965.

254. Total revenue, including Colonial Development and Welfare grants of \$WI 688,000 and a United Kingdom grant-in-aid of \$WI 1,650,400, amounted to \$WI 9,686,100 in 1965 compared with \$WI 8,377,000 in 1964. Apart from the grants, the main sources of revenue in 1965, were customs and excise duties, totalling \$WI 4,238,300, taxes amounting to \$WI 1,655,500 and \$WI 1,453,900 from other sources. Total estimated expenditure in 1965 amounted to \$WI 9,998,000, compared with \$WI 8,362,000 in 1964.

#### Social conditions

255. Labour. Agriculture provides the main source of employment in Grenada. The numbers employed in the main occupational groups, according to provisional figures for 1964, are set out below.

##### Agriculture, forestry, hunting and fishing

Farm workers . . . . .	4,828
Farmers . . . . .	1,408
Fishermen . . . . .	1,738
Forestry workers . . . . .	84

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Total	8,058
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Commerce . . . . .	2,151
Construction . . . . .	2,620
Manufacturing . . . . .	2,109
Services . . . . .	3,776
Transport and communication . . . . .	1,244

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Total	19,958
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256. There were seventeen registered organizations in Grenada in 1965, including one employers' federation.

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257. The labour laws of the Territory are being revised with the help of the United Kingdom Ministry of Overseas Development.

258. According to the migrant labour statistics for 1965 supplied by the administering Power, sixty-seven persons left for employment in agriculture in the United States (they were expected to be away for an average period of five months), 843 left for the United Kingdom (for an indefinite period), and 104 left on one-year contracts for Ascension Island.

259. Social services. A report on the establishment of a contributory pension scheme for retirement and disability benefits was prepared by a visiting United Kingdom expert in 1965. It is proposed to implement the scheme with technical assistance from the International Labour Organisation (ILO).

260. Public health. There are three general hospitals with a total bed capacity of over 300, and twenty-eight medical visiting stations throughout the Territory with resident nurse-midwives in charge.

261. Information concerning government medical staff and vital statistics is not available.

262. Expenditure for 1965 on medical and sanitary services was estimated at \$WI 1,332,500, compared with \$WI 1,244,100 in 1964.

#### Educational conditions

263. Primary education is free to all children between five and seventeen years of age. Attendance is compulsory between the ages of five and fifteen but this is not enforced.

264. At the end of 1965, there were fifty-six primary schools (government and aided) with 28,315 pupils, and ten secondary schools with a total of 2,592 pupils. There is also a local teacher's training college which was attended by thirty students in 1965.

265. Five new school buildings were completed during the year. Twenty primary schools are still housed in single-room structures. The administering Power reports that owing to economic strictures, it may be some time before the physical problems which beset education may be resolved.

266. Expenditure on education in 1965 was estimated at \$WI 1,392,500, compared with \$WI 1,274,300 in 1964.

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MONTSERRAT<sup>24/</sup>

General

267. Montserrat lies twenty-seven miles south-west of Antigua and some forty miles north-west of Guadeloupe. It is the smallest of the East Caribbean Islands administered separately, having a maximum length of eleven miles, a maximum width of seven, and an area of 32.5 square miles (83 square kilometres).

268. In 1965, the population was estimated at 13,970, almost all of whom were of African or mixed descent.

Constitution

269. The main features of the Constitution have been outlined in paragraphs 115 to 122 above.

270. Montserrat was not included in the proposals set forth in the White Paper of December 1965 and did not participate in the series of constitutional conferences held in London between February and May 1966. At the time the White Paper was issued, it was stated that the future of Montserrat would be considered separately.

Public Service

271. In 1965, there were ten expatriate officers (one pensionable and nine on contract), and 370 local officers, of whom forty-two hold senior positions. Twenty-five officers were on study-leave courses overseas. There were also in-service training schemes for teachers and other members of the Public Service.

Political parties

272. There are two political parties in the Territory, the Montserrat Labour Party (the governing party), and the Workers' Progressive Party.

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24/ The information on Montserrat has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter, on 6 December 1966, for the year ending 31 December 1965.

273. Elections were held in the Territory in March 1966 when the Labour Party was returned to office. The Labour Party won four seats (a loss of one seat), and the Workers' Progressive Party won two seats.

#### Economic conditions

274. The economy of the Territory is based on agriculture with sea island cotton as the main export crop. In recent years, exports of bananas, vegetables and citrus fruits have been developed. Secondary industries are limited to the processing of local products and include cotton ginning, distillation of rum, lime juice and lime oil processing, soap manufacture and canning. Tourism is increasing.

275. The administering Power reports that the development which began to make an impact on the economic growth of the Territory in 1964 continued throughout 1965. Local revenue increased by over 25 per cent. In agriculture, the Government decided to increase the area of holdings rented to peasants to a size which would lead towards greater viability. The improvement in the gross domestic product reported in 1964 continued into 1965.

276. In the Report of the Tripartite Economic Survey it was stated that the old estate agricultural system which had broken down in 1953 should be replaced by a new system of farms and farmers producing on a commercial basis. The main growth which had been in real estate development for retired persons from the United Kingdom and North America, should now be accompanied by hotel development and the completion of airport improvements.

277. Cotton continued to be the principal export in 1965. The 1965-66 crop was planted on 1,052 acres and yielded 465 bales of clean lint. Fortnightly shipments of bananas continued to be made to the United Kingdom via Dominica and a total of 15,082 stems valued at \$EC33,093 were exported. Sugar cane was rapidly declining. Exports of syrup to Dominica amounted to 8,800 gallons valued at \$EC7,752. Exports of fruits and vegetables to the Caribbean area and beyond were maintained throughout the year. Tomato exports were valued at \$EC13,806. The export trade in mangoes and peppers was revived during the year and exports of these commodities were valued at \$EC3,756 and \$EC6,727, respectively.

278. In 1966, the total revenue was \$EC3,056,756, derived mainly from customs duties (\$EC670,722) and from excise taxes and internal revenue (\$EC458,123). In addition, the Territory received a grant-in-aid from the United Kingdom totalling \$EC849,665. Total expenditure was \$EC3,186,396.

#### Social conditions

279. Labour. During 1965, forty-five agricultural workers were engaged under contract for work in the United States Virgin Islands and four women were recruited for domestic work in Canada. In addition, twelve persons received employment vouchers for work in the United Kingdom.

280. The membership of the three trade unions was approximately 620, the same as in 1964. There was no change in the wage rates and hours of work in the principal industries and services during 1965. Owing to the increased activity in the real estate sector of the economy, there was little, if any, unemployment.

281. Public health. In 1965, there were two government registered physicians and one private physician. There was one general hospital with sixty-nine beds, and three health centres and eight outposts at which ante-natal and infant welfare clinics were held.

282. The birth-rate was 27.3 per thousand and the death-rate 8.5 per thousand. There was a considerable improvement in the health of mothers and children as a result of two WHO/UNICEF health programmes. In 1965, expenditure on medical and health services amounted to \$266,589, compared with \$247,200 in 1964.

#### Educational conditions

283. There were 2,969 children enrolled in the schools during 1965, including 2,698 in primary schools and 271 in the secondary schools, compared with 2,938 in primary schools and 265 in secondary schools during 1964.

284. Recurrent expenditure on primary education in 1965 was \$EC263,200, while that on secondary education was \$EC77,825. Capital expenditure amounted to \$EC4,084 for schools, furniture and the purchase of land for a new primary school in the Central District. School fees at the secondary school amounted to \$EC6,048. Recurrent expenditure on education was 12.05 per cent of the recurrent expenditure of the Territory.

ST. KITTS-NEVIS-ANGUILLA<sup>25/</sup>

General

285. The islands of St. Kitts (which is also known as St. Christopher), Nevis and Anguilla are the most northerly of the islands in the Leeward group administered by the United Kingdom. St. Kitts and Nevis are separated by a three-mile-wide strait and Anguilla lies sixty miles to the north of St. Kitts. The Territory also includes the island of Sombbrero, the administration of which was transferred from the British Virgin Islands to St. Kitts in 1956. The total area of the Territory is 155 square miles (401 square kilometres). The area of St. Kitts is sixty-eight square miles, Nevis fifty square miles, Anguilla thirty-five square miles and Sombbrero two square miles.

286. At the 1960 census, the total population of the Territory was 56,693 made up as follows: St. Kitts, 38,113; Nevis, 12,770; and Anguilla, 5,810. The estimated population in 1962 was 60,451, almost all of whom were of African or mixed descent.

Constitution

287. The provisions of the new Constitution for St. Kitts-Nevis-Anguilla, which are also contained in those of the other five Territories, as well as a description of the new relationship of association with the United Kingdom, are set out in paragraphs 133 to 143 above. The main provisions of the new Constitution relating to the internal system of government are set out below.

288. The legislature of St. Kitts-Nevis-Anguilla will consist of the Queen and a House of Assembly. The Queen will be represented by a Governor. The Governor will be appointed by the Queen.

289. The House of Assembly will consist of a speaker, elected members and nominated members. There will be at least one elected member from Anguilla, at least two from Nevis and at least seven from St. Kitts. There will be two nominated members

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<sup>25/</sup> The information on St. Kitts-Nevis-Anguilla has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter, on 22 September 1966, for the year ending 31 December 1965.

appointed on the advice of the Premier, and one appointed on the advice of the Leader of the Opposition, or, if there is no Leader of the Opposition, by the Governor in his discretion. In addition, the Attorney-General will, if he is a civil servant, be an ex officio member. He may also be an additional nominated member. Nominated members will be entitled to vote except on motions of no confidence and on bills for the alteration of the Constitution. The Speaker will be elected by the House and if he is not an elected member, will be a member of the House by virtue of his office.

290. The provisions of the new Constitution of St. Kitts-Nevis-Anguilla concerning alteration of the Constitution, the protection of fundamental rights and freedoms, and the exercise of executive authorities are essentially the same as those proposed for Antigua (see paragraphs 172 to 175 above).

#### Electoral system

291. The elected members of the House of Assembly will be elected in single member constituencies, of which there will be at least one in Anguilla, at least two in Nevis and at least seven in St. Kitts. There will be a boundaries commission which will consist of the Speaker as chairman, two members of the House appointed on the advice of the Premier and two on the advice of the Leader of the Opposition, or if there is no Opposition, appointed by the Governor in his discretion. The commission will review the boundaries at intervals of not more than five years.

292. A person will be qualified for election or nomination to the House if he is a Commonwealth citizen who has attained the age of 21 years and was born and is domiciled in the Territory or is domiciled and has been resident in the Territory for three years.

293. A person will be qualified as a voter if he has attained the age of 21 years and has such qualifications regarding residence and domicile as may be prescribed by the legislature.

#### Public Service

294. In 1964, there were eleven expatriate officers (4 pensionable and 7 on contract), and 1,281 local officers, including 97 in senior posts. The figures for 1965 are not available.

### Local government

295. It was agreed at the 1966 Constitutional Conference that the new Constitution would provide for councils in Nevis and Anguilla. These councils will be the principal organs of local government in each island. At least two thirds of the members of each council shall be elected on the same franchise as members of the House of Assembly.

### Political parties

296. There are three political parties in the Territory, the Labour Party, (the governing party), the People's Action Movement (PAM) and the United National Movement (UNM).

297. The last elections were held in July 1966. There were twenty-four candidates for the ten elected seats; seven Labour Party, nine PAM, two UNM and six independents. At the elections, the Labour Party won seven seats, all in St. Kitts, PAM won two seats, one in Nevis and one in Anguilla, and UNM won a seat in Nevis.

298. All three parties were represented at the Constitutional Conference and all signed the report. The PAM representative was from Anguilla and the UNM representative from Nevis.

### Recent political developments

299. On 16 January 1967, it was announced that the Territory's new Constitution and its new status of association with the United Kingdom would come into force on 27 February 1967.

300. It was reported that during the last week of January 1967, demonstrations took place in Anguilla. The demonstrators were reported as saying that they did not want to be united with St. Kitts. They had not been fairly treated by St. Kitts over the years and they now had no confidence in the Government. They also rejected the amount of autonomy given them.

301. On 27 February 1967 the Territory assumed the status of a State in association with the United Kingdom. During the next four months the inhabitants of Anguilla continued and increased their demands to be separated from St. Kitts, on the grounds that their interests had never been safeguarded by the Government of that island.

302. Following demonstrations, on 29 May the small police force from St. Kitts was expelled from Anguilla. Mr. Peter Adams, sole elected member for Anguilla in the Associated State's House of Assembly, subsequently declared the secession of Anguilla from association with St. Kitts-Nevis. It was reported that a referendum was organized in the Territory, on 11 July, on the subject of the future status of the Territory. The results of the referendum were overwhelmingly against continued association with St. Kitts. Thereafter, Anguilla was reported to have sought assistance from the United Nations, the United Kingdom and the United States of America.

303. Meanwhile the Premier of St. Kitts-Nevis-Anguilla, Mr. Robert Bradshaw, appealed to the United Kingdom to send forces to put down the rebellion and addressed appeals for assistance to the Governments of Trinidad, Barbados and Guyana. It was reported that the United Kingdom considered that the responsibility for internal security rested with the Central Government in St. Kitts and that the responsibility of the United Kingdom was confined to the State's external relations and security.

304. At the end of June a delegation from the four independent Commonwealth countries in the Caribbean, Barbados, Guyana, Jamaica and Trinidad, visited St. Kitts. The members of the delegation continued negotiations with the Government in St. Kitts and the leaders in Anguilla during July, in an effort to find an amicable settlement of the dispute.

305. On 30 July, Mr. Peter Adams attended a Caribbean Commonwealth conference in Barbados at which agreement was reached. On 31 July, Mr. Bradshaw of St. Kitts and Mr. Adams signed the agreement in Anguilla, by which the secession of Anguilla from the State of St. Kitts-Nevis-Anguilla was ended.<sup>26/</sup>

306. Full details of the agreement are not yet available. It is reported, however, that the following are among the provisions agreed on:

- (1) Immediate return to constitutional rule in Anguilla;
- (2) Guarantees of increased financial aid and local self-government for Anguilla;

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<sup>26/</sup> Developments subsequent to those reported in this section are referred to in the statements in Sub-Committee III, during its consideration of Antigua, Dominica, Grenada, St. Lucia and St. Vincent (see annex, paragraphs to ).



- (3) Establishment of a Local Council for Anguilla for which elections would be held as speedily as possible;
- (4) Provision by the United Kingdom, which was represented at the conference, of substantial economic aid, particularly for the development of tourism;
- (5) The granting of an amnesty to Anguillans charged with political actions against the State and the British Government since 30 May;
- (6) The stationing of policemen from Commonwealth Caribbean Territories in Anguilla until constitutional government is re-established, to be used only as a peace-keeping force.

#### Economic conditions

307. In St. Kitts the most important crop is sugar, which is produced on large estates. In Nevis, mixed farming is predominant and cotton is produced for export. In Anguilla, the majority of the inhabitants are proprietors and the main activities are stock-raising, salt production and fishing.

308. International trade figures for 1965 are not yet available. In 1964, however, imports were valued at \$WI 13,557,000 and exports at \$WI 9,965,000. The principal exports were sugar (40,800 tons valued at \$WI 8,880,000), molasses (1,274,000 gallons valued at \$WI 346,000), cotton (115,000 pounds valued at \$WI 89,000). The number of tourists decreased from 11,844 in 1964 to 11,766 in 1965.

309. Figures relating to public finance are not yet available for 1965. In 1964, however, revenue amounted to \$WI 5,210,000 and expenditure to \$WI 6,078,000

310. In the Report of the Tripartite Economic Survey it was stated that there did not appear to be much possibility of expanding the sugar industry and it was suggested that the main area for development should be tourism. However, a more vigorous approach to tourist development was essential and better transport to the Territory would have to be made available.

311. During 1965, there was a drought and poor crops of sugar and cotton were reported. An inquiry into the sugar industry was initiated in 1965 but the results of the inquiry are not available.

312. At the Constitutional Conference in London in May 1966, separate talks were held concerning problems relating to the economic development of the Territory. At these talks, it was recognized that the economy of the Territory would continue to be vulnerable so long as it was almost wholly dependent on sugar production, and there was therefore an urgent need to diversify it by introducing new industries. The St. Kitts-Nevis-Anguilla Government had in the past few years endeavoured to promote a tourist industry which it was agreed offered the best means of broadening the economy of the Territory. The Government considered that such developments entailed attracting private investment for hotels and similar amenities. This in turn required the construction or provision by the Government of the necessary infra-structure (e.g., roads, and water and electricity services) as well as an airfield capable of receiving medium-haul jet aircraft, and a deep-water harbour. Until the Government were able to provide acceptable services of this kind the possibility of attracting investment for the development of the tourist industry would be greatly hampered. The St. Kitts-Nevis-Anguilla Government were anxious that the United Kingdom Government should assist them both financially and technically in their endeavour to provide such services.

313. In view of the high priority attached by the St. Kitts-Nevis-Anguilla Government to the airfield project, the United Kingdom Government undertook that, provided there was a reasonable prospect that the St. Kitts-Nevis-Anguilla Government would be able to negotiate a satisfactory scheme for tourist development, they would be willing to arrange a technical feasibility study of the airfield. Subject to the outcome of that study, they would in principle be willing to give the financial aid to the St. Kitts-Nevis-Anguilla Government after March 1968 to make the necessary improvements to the airfield.

An examination would be made of existing Colonial Development and Welfare schemes relating to St. Kitts-Nevis-Anguilla to see if savings could be effected which could be transferred to schemes of road improvement, particularly in Nevis and Anguilla, as the first immediate step towards producing the necessary infra-structure for tourist development.

314. The arrangements under which development assistance and budgetary aid would be made available to the St. Kitts-Nevis-Anguilla Government after the new arrangements had been introduced were also discussed fully at the Conference. The United Kingdom Government confirmed that so far as development assistance was concerned they would carry out in full the undertakings already given. This, in the view of the St. Kitts-Nevis-Anguilla delegation, was not adequate. They considered that the United Kingdom Government should provide them with additional sources of aid because, owing to their size and other factors, they were not able to obtain aid from as many sources as larger, fully independent countries. The United Kingdom Government considered that the introduction of the new constitutional arrangements did not, of itself, affect the aid position, either as regards what the Territory could absorb or what the United Kingdom Government could make available.

315. The United Kingdom Government also confirmed that the St. Kitts-Nevis-Anguilla Government would, if the need arose, continue to be eligible for budgetary aid after the new constitutional arrangements had come into force. The Conference could not agree on the conditions under which this aid should be made available. The United Kingdom Government agreed to consider further a proposal made by the territorial Government. It was explained, however, that if it did not prove possible to accept the St. Kitts-Nevis-Anguilla Government's proposals, the arrangements for budgetary support under the new Constitution would have to be as proposed by the United Kingdom Government.

316. In August 1966, the Chief Minister was reported as stating that two large tourist developments had been planned, one at Frigate Bay in St. Kitts, and one at Pinney's in Nevis. The developments, which would include hotels, marinas and homes, would be financed from British and European sources.

#### Social conditions

317. Labour. Approximately 7,600 workers are employed in the sugar industry on St. Kitts. There are seven registered trade unions with a total membership of approximately 4,500. The largest union is the St. Kitts-Nevis Trades and Labour Union with a membership of over 4,000. The retail price index for 1965 shows that there was little change in price since April 1964.

318. Public health. In 1965, there were two general hospitals with 157 beds and two cottage hospitals with 25 beds. A new hospital is being constructed in St. Kitts. There were also twenty-one health centres and clinics throughout the three islands. The administering Power reports that all aspects of preventive health work are carried out at these centres. There are nine government medical officers and four private practitioners.

319. In 1965 the birth-rate was 31.3 per thousand, the death-rate 9.4 per thousand and the infant mortality-rate 59.1 per thousand live births. The administering Power reports that infant mortality is mainly due to gastroenteritis and broncho-pneumonia arising directly or indirectly as a result of nutritional deficiencies. An expanded nutritional programme was established in 1965 with the assistance of WHO and UNICEF to promote improved nutrition standards. Under the programme, instruction is given on diet improvement and powdered milk is distributed free to pre-school and school children.

320. Recurrent expenditure on public health in 1965 amounted to \$EC959,500, or 14.4 per cent of total government expenditure.

#### Educational conditions

321. Primary education is free and, since 1964, has been compulsory between the ages of 6 and 14 years.

322. There are thirty-six government primary and senior schools in the Territory with an enrolment of 15,732 pupils. A total of 414 teachers, including four pupil-teachers, are employed in these schools. Three of these schools are senior schools and offer facilities for practical work.

323. The administering Power reports a marked improvement in the equipment supplied to schools, but notes that there is still a need for more and better equipment. Progress was also being made in the liberalization and broadening of the primary school curriculum, and in the supply of more trained teachers.

324. In 1965, there were four government secondary schools and one private school. The number of students is not available.

325. In 1965 an in-service training course for uncertified teachers, instituted by the University of the West Indies Institute of Education, was run, jointly by the Institute and the local Ministry of Education. Thirty-six student teachers were enrolled for the 1965-66 course. In 1965, two teachers were awarded bursaries and were attending educational institutions in the United Kingdom.

326. The amount voted for education for 1965 was \$EC1,013,600 from local revenue and \$EC38,000 from Colonial Development and Welfare funds.

ST. LUCIA<sup>27/</sup>

General

327. St. Lucia lies about twenty miles north of St. Vincent and twenty-five miles south of Martinique. It is the second largest of the Windward Islands and has an area of 238 square miles (616 square kilometres). It lies in the hurricane zone.

328. In 1965, the population was estimated at 100,000, almost all of whom were of African or mixed descent.

Constitution

329. The provisions of the new Constitution for St. Lucia, which are also contained in those of the other five Territories, as well as a description of the new relationship of association with the United Kingdom, are set out in paragraphs 133 to 143 above. The main provisions of the new Constitution relating to the internal system of government are set out below.

330. The legislature of St. Lucia will consist of the Queen and a House of Assembly. The Constitution will contain provision for a Senate but this will remain dormant until brought into operation by the decision of a majority of the members of the House of Assembly. The Queen will be represented by a Governor. The Governor will be appointed by the Queen.

331. The House of Assembly will consist of ten elected members, the Attorney-General (so long as he is an official) and, until the provisions relating to a Senate are brought into operation, three nominated members. The House will elect a Speaker who, if he is not already a member of the House, will become one by virtue of his office.

332. Of the three nominated members, two will be appointed on the advice of the Premier and one after consultation with the Premier and such other persons as the Governor in his discretion may decide to consult. Nominated members will not be entitled to vote on motions of no confidence or on constitutional questions.

333. The provisions of St. Lucia's new Constitution concerning alteration of the Constitution, the protection of fundamental rights and freedoms, and the exercise

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<sup>27/</sup> The information on St. Lucia has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter, on 1 September 1966, for the year ending 31 December 1965.

of executive authority are essentially the same as those proposed for Antigua (see paragraphs 172 to 175 above).

#### Electoral system

334. The House of Assembly will appoint a standing committee, with the Speaker as chairman, to keep under review the number of constituencies and their boundaries.

335. A person who is a British subject, proficient in English and has reached the age of 21 years will be qualified for election if he was born in St. Lucia and is domiciled and resident there or if he has been resident for three years. The same qualifications govern eligibility for nomination except that the minimum age is 30 years.

336. A person will be qualified to vote if he has reached the age of 21 years and has such qualifications regarding residence or registration as may be prescribed by the legislature.

#### Public Service

337. In 1965, there were fifteen expatriate officers (three pensionable and twelve on contract) in the Public Service. The total number of public servants is not available.

338. In-service training was provided for clerical staff and executive and administrative officers attended local seminars organized with the assistance of the University of the West Indies.

#### Political parties

339. There are two political parties in St. Lucia, the United Workers' Party (the governing party) and the Labour Party.

340. The last elections were held in June 1964 at which the Labour Party, which had been in office for thirteen years, was defeated. The United Workers' Party won ten seats and the Labour Party won two.

341. Both parties were represented at the Constitutional Conference held in London in April and May 1966. Representatives of both parties signed the report, but the Leader of the Opposition was recorded as stating that because of their fundamental nature, the introduction of the new arrangements should be preceded by a general election.

### Recent political developments

342. On 16 January 1967, it was announced that St. Lucia's new Constitution and its new status of association with the United Kingdom would come into force on 1 March 1967.

### Economic conditions

343. The economy of the Territory is based on agriculture. The main crops are bananas, coconuts, cocoa, fruit, nutmegs and mace. There is also a fishing industry. The principal manufactures are rum, citrus products, coconut products, cigarettes and mineral waters. The tourist industry is expanding.

344. The administering Power reports that during 1965 general economic conditions continued to improve very gradually, with domestic exports increasing to \$EC11.4 million from the 1964 total of \$WI 9.7 million. Bananas continued to be the major export commodity, accounting for \$EC9.9 million of total domestic exports. Other important commodities were coconut oil (\$EC670,000) and copra (\$EC632,000). The volume of imports also showed an increase over 1964, amounting to \$EC22 million in 1965 against \$WI 20 million in 1964. The number of tourists increased from 17,424 in 1964 to 23,856.

345. Revenue for 1965 was estimated at \$EC 9,690,100. The main sources of revenue were customs and excise duties and income taxes.

346. The administering Power reports that an important addition to the machinery for general economic development was made in 1965 with the appointment of the Industrial Development Board with membership drawn from the business and professional community and operating under the aegis of the Ministry of Trade and Industry. The Board will advise the Minister on matters of industrial and general development as well as assist prospective investors in the Territory.

347. An agricultural bank was set up in 1965 to assist the development of agriculture, livestock and fisheries, and a marketing organization was being developed with the help of United Nations technical assistance and a Commonwealth Development and Welfare grant of \$EC212,270.

348. In the Report of the Tripartite Economic Survey it was noted that the banana industry had been the main growth sector of the economy, and now accounted for 80 per cent of exports. According to the Report, however, future expansion would

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have to be mainly through tourism, which had been facilitated by the recent opening of the Beane Field Airport capable of handling medium-haul jets. The report also recommended that the competitive position of agriculture should be improved through land tenure reform and crop diversification.

349. In a statement reported on 24 December 1966, the Minister of Trade and Industry, Mr. George Mallet, said that St. Lucia, in a drive to expand industrial activity, had succeeded in attracting new ones, including a plant for making coconut and banana chips, which was expected to begin operation in 1967. A factory for the production of low-cost houses would also begin operation in 1967. The Minister said that the Territory's economy was buoyant and that business was on the increase. He also said that the island had made significant progress in tourism and he expected that the earnings from tourism in 1967 would double those for 1966.

#### Social conditions

350. Labour. The administering Power reports that among the general problems of labour administration are the dearth of statistics on average earnings and hours of work in the major areas of employment and the lack of information on manpower. Plans for an expert from the ILO to do a manpower survey in the Caribbean had been delayed.

351. In 1965, there were five workers' organizations, with a membership of 5,000, and one employers' organization registered in the Territory. In April 1965, a meeting was held to form a Trade Union Council to act as the representative body of the individual unions and to unify trade union activity. Since then, however, no further meetings have been held.

352. A number of trade union leaders attended overseas courses in trade unionism and industrial relations in 1965. The administering Power reports that these courses had helped to improve the low standard of trade union education in St. Lucia.

353. Twenty apprentices were selected for training in agriculture, auto-mechanics, printing and tailoring. The total number of apprentices in training during the period under review was forty-seven. Four apprentices completed training in 1965: one in agriculture, two in auto-mechanics and one in tailoring.

354. In 1965, 93 migrants were recruited for overseas employment to the United States, 250 to the United States Virgin Islands, 106 to Ascension Island, 16 to Canada and 38 to the United Kingdom, making a total of 503.

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355. The cost of living index (base 100 in April 1964) rose from 102.8 in January 1965 to 105.1 in December 1965.

356. Public health. In 1965 there was one general hospital with 208 beds and three cottage hospitals with 89 beds. In addition, there were sixteen maternity and child welfare centres, one tuberculosis hospital, one mental institution and one institution for the aged and infirm. There were seventeen government medical practitioners.

357. In 1965, the infant mortality rate was 47.8 per thousand live births.

358. Recurrent expenditure on public health in 1965 amounted to \$EC1,130,000, of which \$EC112,800 was provided by Colonial Development and Welfare grants.

#### Educational conditions

359. At the end of 1965, there were fifty-nine primary schools (one government and 58 private) with 23,362 pupils (364 government and 22,998 private) and 688 teachers. There were three secondary schools (one government and two private) with 1,032 pupils (178 government and 854 private) and fifty-six teachers and one teacher training institution with 40 students.

360. In his budget speech delivered in December 1965, the Chief Minister, Mr. G.M. Compton, said that St. Lucia faced an illiteracy rate higher than every other West Indian Territory, with perhaps one exception. Overcrowding in schools was deplorable and of the 700 teachers only 140 were trained. He indicated that teacher training was being intensified with the assistance of Peace Corps volunteers who were assisting with in-service training to prepare teachers for admission to the Teacher Training College. At the College, the course had been extended from one to two years.

361. Recurrent expenditure on education in 1965 amounted to \$EC1,160,000 and was to be raised to \$EC1,250,000 in 1966.

ST. VINCENT<sup>28/</sup>

General

362. St. Vincent lies about 100 miles west of Barbados and south of St. Lucia. The Territory also includes part of the Grenadines chain of islands, known as the St. Vincent Grenadines, including Bequia, Canouan, Mayreau and Union Island. The island of St. Vincent is about 18 miles long and 11 miles wide with an area of about square miles (343 square kilometres). Including the St. Vincent Grenadines, the total area of the Territory is 150 square miles (388 square kilometres).
363. In mid-1965, the population was estimated at 88,400, almost all of whom were of African and mixed descent.

Constitution

364. The provisions of the new Constitution for St. Vincent, which are also contained in those of the other five Territories, as well as a description of the new relationship of association with the United Kingdom, are set out in paragraphs 133 to 143 above. The main provisions of the new Constitution relating to the internal system of government are set out below.
365. The legislature of St. Vincent will consist of the Queen and a House of Representatives. The Queen will be represented by a Governor. The Governor will be appointed by the Queen.
366. The House of Representatives will consist of a speaker, thirteen elected members and, until the legislature otherwise provides, three nominated members. Two of the nominated members will be appointed on the advice of the Premier and one on the advice of the Leader of the Opposition. The speaker will be selected by the members either from among the members of the House or from outside. If the person holding the office of Attorney-General is not a member of the House he shall become an ex officio member and will be entitled to vote.
367. The provisions of St. Vincent's new Constitution concerning alteration of the Constitution, the protection of fundamental rights and freedoms, and the exercise

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<sup>28/</sup> The information on St. Vincent has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter, on 23 September 1966, for the year ending 31 December 1965.

of executive authority are essentially the same as those proposed for Antigua (see paragraphs 172 to 175 above).

#### Electoral system

368. The thirteen elected members of the House will be elected in single-member constituencies. Provision will be made for a constituency boundaries commission, consisting of a chairman and not less than two and not more than four other members, to be appointed by the Governor on the advice of the Premier. The Commission will review the boundaries of constituencies whenever a census has been held and whenever the legislature has altered the number of constituencies.

369. The new Constitution provides for an increase of four in the number of elected members. As a transitional measure, the existing legislature will be authorized to provide for these additional members to be elected in existing constituencies.

370. A person will be qualified for election or nomination if he is a British subject who has reached the age of 21 years and, in the case of an elected member, if he has resided in St. Vincent for one year or if he is ordinarily domiciled and resident in St. Vincent.

371. A person will be qualified to vote if he is a British subject who has attained the age of 21 years and if he satisfies such requirements as to residence or domicile as the legislature may prescribe.

#### Public Service

372. In 1965, there were ten expatriate officers (one pensionable and nine on contract) and 2,118 local officers in the Public Service. Forty-six of the local officers held senior posts.

373. In-service training courses are conducted for clerical workers, teachers and public health personnel. In addition, during 1965, 76 officers underwent training overseas.

#### Political parties

374. There are two political parties in St. Vincent, the Peoples' Political Party (the governing party) led by Mr. Ebenezer Joshua, and the Labour Party, led by Mr. Milton Cato.

375. Both parties were represented at the Constitutional Conference held in London. Representatives of both parties signed the report.

376. It has been stated in reports that there is less difference in the policies of the two parties than in the methods they advocate to deal with the Territory's problems. Both seek regional co-operation, industrial and agricultural development and an improved educational system. The closing down of the sugar industry, and the decline of arrowroot production have been cited by the Labour Party as indications that a new government is necessary. The governing party has pointed to the progress that has been made while it has been in office and has pointed to the new deep-water wharf, the new airport and the increase in banana production. It has also claimed that it has done much to encourage investment in tourism and industrial development.

377. The last elections were held in August 1966. The Peoples' Political Party was returned with five seats, a loss of one, and the Labour Party won four seats, a gain of one.

#### Recent political developments

378. Following the elections, which were held on 22 August 1966, the Labour Party filed two election petitions. The first claimed that in a constituency where the Peoples' Political Party candidate had won by four votes, inter alia, a number of unqualified persons had been allowed to vote. The second claimed that in another constituency the person declared elected could not read the English language with sufficient proficiency.

379. On 17 September 1966, the Peoples' Political Party filed two election petitions. The first claimed that in one of the constituencies the successful candidate and his supporters had offered bribes to induce persons to vote for that candidate. The second claimed that in another constituency the person declared elected could not read the English language with sufficient proficiency. The four petitions are still before the courts.

380. On 8 December 1966, Mr. Milton Cato, Leader of the Labour Party, requested a hearing before the Fourth Committee of the General Assembly (A/C.4/680). The request was granted but he did not appear before the Committee.

381. On 22 December 1966, the Secretary of State for the Colonies informed the Chief Minister that he had been considering the implementation of the proposals

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for associated status for St. Vincent in the light of representations made to him by both the Government and the Opposition, and also by other interested groups, since the elections of 22 August 1966. He had taken into account the fact that there were still four outstanding petitions arising from those elections. The results of those elections were, therefore, not yet finally decided, and it was possible that the outcome of the petitions could lead to a change of government. The Secretary of State had decided to include St. Vincent in the bill before the United Kingdom Parliament which would empower the Queen to issue the necessary order-in-council to bring into force the new constitutional arrangement of associated status. He had decided, however, not to advise the Queen to issue the order-in-council until he had had further discussions with the parties represented at the Constitutional Conference in May. He therefore invited the Chief Minister, his Government and representatives of the Opposition to a meeting with him in London on 16 January 1967. The meeting would consider whether, in the light of developments since the Constitutional Conference, certain modifications should be made in the constitutional proposals which would not change the scheme in any fundamental respect but which would make it more acceptable to the people of St. Vincent generally. The meeting would also consider, inter alia, the transitional provisions for bringing the new arrangements into force.

382. The Chief Minister rejected the invitation but subsequently agreed to a meeting with the United Kingdom Minister of State at the Commonwealth Office. The meeting took place on 24 January 1967. The Minister also met separately with the Leader of the Opposition. On 1 February 1967, a joint meeting was held at which agreement was reached. The main points of the agreement were: the waiving of the clauses in the present draft constitution which gives the present Government the right to create four new seats; the appointment of a boundaries commission by the United Kingdom which will divide St. Vincent into thirteen constituencies instead of the present nine; the appointment of an electoral supervisor by the United Kingdom to prepare new electoral rolls; and the holding of elections under the new constituency system before the end of 1968 under United Kingdom supervision. It was also announced that St. Vincent's new status of association with the United Kingdom would come into effect before 1 June 1967.

383. New circumstances making it necessary to postpone Statehood Day for St. Vincent, which had been fixed for 29 May 1967, were explained by

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Mrs. Judith Hart, the Secretary of State for Commonwealth Affairs, in answer to a question in the House of Commons on 12 April 1967.

384. The present difficulties, Mrs. Hart said, arose when an elected Minister crossed the floor on 16 March in the St. Vincent Legislative Council (the single chamber of the St. Vincent Legislature), thus depriving the Peoples' Progressive Party of their previous narrow 5 to 4 majority. The correct first step in the new situation seemed to be to test the confidence of the elected members in the Government; but it appeared from an exchange of messages with the Chief Minister that the business of the legislature was unlikely to be arranged so that a motion of no confidence would be given priority. An order-in-council was made on 5 April empowering the Administrator to summon a meeting of the Legislative Council to hear such a motion. On the same day a message was received from the Chief Minister advising the immediate dissolution of the Legislative Council to be followed as soon as possible by fresh elections on the existing nine-constituency basis. Mrs. Hart agreed that this was the right solution and the Legislative Council was dissolved on 7 April. However, to ensure complete political impartiality during the election period, an order-in-council had also since been made dissolving the Executive Council and conferring sole responsibility for the administration of St. Vincent on the Administrator until the formation of a new Government after the elections which were expected to be held on 16 May. Till then the Administrator would consult with the leaders of both parties on all significant matters within the responsibilities hitherto allocated to Ministers.

385. Mrs. Hart recalled that in the agreement signed with the Chief Minister and the Leader of the Opposition of St. Vincent on 1 February it was envisaged that Statehood Day for St. Vincent would be not later than 1 June 1967 and that provisional arrangements for 29 May had in fact been made; and explained that it would not now be practicable to keep to this date, though it remained the British objective that St. Vincent should become an associated State as soon as circumstances permitted.

386. In the event, a general election was held on 19 May. It resulted in victory for the Labour Party (six seats, 14,498 votes) over the People's Political Party (three seats, 12,466 votes), thus reversing the results of the 1966 elections in which the PPP won five seats to the LP's four. Mr. R.M. Cato, former Opposition Leader, was sworn in as Chief Minister on 22 May. Mr. Ebenezer Joshua, former Chief Minister, retained his seat.

Economic conditions

387. The economy of the Territory is based mainly on primary production for export. The main crops are bananas, arrowroot, copra and cotton. There is also a small fishing industry producing fish for local consumption. Secondary industries are limited to arrowroot processing and the production of cigarettes, rum and aerated waters. Tourism is of increasing importance.

388. Banana production increased during the period under review. During 1965, 2,365,302 stems or 31,787 short tons were exported, as against 2,177,796 stems, or 28,057 short tons, in 1964. The respective values were \$EC3,148,400 and \$WI 3,372,600. Despite the substantial rise in the quantity of exports, net earnings fell, owing to the lower prices that prevailed. Windstorms and inadequate rainfall also took their toll, as well as pests and diseases. The fierce competitions with bananas from other countries was most damaging. Windstorm insurance benefits paid out to growers in 1965 totalled \$EC391,073, as against \$WI 308,161 in 1964.

389. Arrowroot production in 1965 fell back to 33,856 barrels, as against 59,600 barrels in 1964. Because of the large stocks still on hand it was hoped that the 1966 crop would not exceed 20,000 barrels. If production could be kept at this level for the next two years it was believed that the large stocks could be disposed of. After exhaustive negotiations, the United Kingdom Government eventually agreed to support the local Government in guaranteeing a loan from Barclay's Bank to the Arrowroot Association to enable them to purchase the crop and to continue operation. This averted a disaster.

390. The administering Power reports that with improved pest control, the operation of a tractor pool, and the gain in demand for sea island cotton, it had been hoped growers would respond favourably to increased cotton planting. The response was, however, most disappointing; only 600 acres were planted, as against 817 acres in 1964. The administering Power notes that the risks in cotton are high, and that faltering prices would depress interest in this crop. Moreover, competition from Egyptian long staples was becoming more severe every year. It was also reported that the government ginnery which was burnt down in 1964 was rebuilt and commenced operating in 1965. The Territory still lacks a power plant for processing oilseeds.

391. Cocoa plantings continued to increase during 1965 and exports rose from 521 cwts in 1964 to 821 cwts in 1965. The world price for cocoa, however, was very



low. Because of unsettled conditions in the Far East, prices of nutmeg and mace rose and growers increased their production. As a result, exports rose considerably to 244,700 pounds, valued at \$EC221,400. Moderate plantings of Robusta Coffee continued and a drive was being made to increase planting of black pepper.

392. Despite a steady market and a strong demand for copra, production remained static. Exports were 2,428 long tons, as against 2,454 long tons in 1964 and 2,409 long tons in 1963. The value of copra exports in 1965 amounted to \$EC825,600, compared with \$WI 827,000 in 1964. Exports of dry coconuts fell to 461,505 cwts. This was due to the state of the copra market, which was glutted in 1963 and early 1964, and to irregular shipping opportunities to the United States.

393. The number of tourists visiting the Territory increased from 17,693 in 1964 to 21,041 in 1965. Two new hotels were opened in 1965 and electricity was to be installed in the island of Bequia, a promising tourist resort.

394. In 1965, internal revenue, of which over half was derived from customs excise and other duties, amounted to \$EC4.9 million, compared with \$WI 4.73 million in 1964. In addition, the Territory received United Kingdom aid totalling \$EC1.28 million, compared with \$WI 1.2 million in 1964. Expenditure under the capital budget amounted to \$EC1.25 million in 1965, compared with \$WI 617,953 in 1964.

395. In the Report of the Tripartite Economic Survey it was noted that St. Vincent had the highest rate of natural increase and the lowest proportion of crop land per head of population of the islands. According to the Report, crops other than export crops and livestock could be developed and prospects for tourist development, particularly in the Grenadines, were excellent if the airport and airstrip were improved and more and better gas and water services were supplied.

#### Social conditions

396. Labour. Employment is mainly in or connected with agriculture. There is a slack period between July and October, during which the majority of agricultural and factory workers are underemployed.

397. In 1965, 146 workers were recruited for temporary employment abroad as cane-cutters; 66 in the United States and 80 in the United States Virgin Islands. Forty immigrants left for non-temporary employment overseas: 16 for Canada and 24 for the United Kingdom.

398. There were four trade unions in the Territory in 1965; the Federated Industrial and Agricultural Workers' Union, the Civil Service Association, the Teachers' Association and the Secondary School Teachers' Association.

399. Public health. In 1965, there was one general hospital with 208 beds, 3 cottage hospitals with 20 beds and 24 dispensaries and child welfare centres. In addition, there was a mental institution with 100 beds, a leprosarium 20 beds and a pauper home with 125 beds.

400. There were 12 registered government physicians in the Territory in 1965 (one more than in 1964), and one private physician (one less than in 1964).

401. The birth-rate in 1965 was 40.5 per thousand (42.7 in 1964). The death-rate fell from 9.5 per thousand in 1964 to 8.9 in 1965, while the infant mortality-rate also declined from 75.3 to 73.4 per thousand live births.

402. Expenditure on public health amounted to \$EC897,400, compared with \$EC877,200 in 1964, which represented 11.3 per cent of the total expenditure for the Territory.

#### Educational conditions

403. Primary education is free but not compulsory between the ages of 5 and 15 years. In 1965, there were 56 government primary schools with 25,541 pupils. There were 3 government secondary schools and 7 private secondary schools with 624 and 1,876 pupils respectively. There is also a teacher-training institution conducted by the Government which, in 1965, had 299 students. In addition, 47 students were pursuing higher education overseas.

404. The administering Power reports that during 1965 two primary schools and one secondary school were enlarged. Lack of space and inadequate equipment were listed as major problems.

405. Expenditure on education in 1965 amounted to \$EC1,164,400, compared with \$WI 1,112,800 in 1964.

D. BERMUDA<sup>29/</sup>

General

406. The Bermudas or Somers Islands are a group of small islands in the western Atlantic Ocean, about 570 miles (917 kilometres) east of the North Carolina coast of the United States. They consist of about 300 islands and islets. The ten principal islands are connected by bridges or causeways and are about 22 miles (35.4 kilometres) long with an average width of between half and one mile. They have a total land area of about 20.5 square miles (53.33 square kilometres) of which 1.25 square miles (3.23 kilometres) is land reclaimed from the sea. An area of 2.3 square miles (5.59 square kilometres) is leased to the United States Government for naval and military bases.

407. At December 1965, the estimated total resident civil population was 48,799, compared with 47,612 in the previous year. About two thirds of the population is of African or mixed descent and the remainder is of European origin.

Constitution

408. Bermuda's present Constitution is an unwritten one which has been built up over the last 300 years since 1620, when it was first granted representative institutions. Its main features are set out below.

409. The Governor is the chief executive and is appointed by the Queen. He is advised in the exercise of his functions by an Executive Council, but is not bound to accept the Council's advice.

410. The Executive Council, under the chairmanship of the Governor, consists of three official and six unofficial members nominated by the Governor. The three officials are the Colonial Secretary, the Attorney General and the Colonial Treasurer. The six unofficial members are drawn from the House of Assembly.

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<sup>29/</sup> The information on Bermuda has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter on 13 September 1966, for the year ended 31 December 1965.

411. The Legislature is bicameral and consists of a Legislative Council and a House of Assembly. The Legislative Council (Upper House) has eleven members appointed by the Governor, three of whom are official members (the Chief Justice as President, the Colonial Secretary and the Attorney General), while the remaining eight are prominent citizens of Bermuda, the majority of whom have previously served in the House of Assembly. The Legislative Council reviews legislation passed by the House of Assembly and may itself introduce any bill other than a money bill.

412. The House of Assembly (Lower House) consists of thirty-six members elected for a term of five years. The Governor has power to dissolve the House of Assembly and the British Crown the power to disallow Acts of the colonial Parliament.

413. A number of government departments are controlled by executive boards which consist of unofficials appointed by the Governor. The head of the department acts in an advisory capacity. The chairmen of most of the major boards are members of the House of Assembly.

#### Electoral system

414. The thirty-six members of the House of Assembly are elected from nine constituencies, each of which returns four members. Under the provisions of the Parliamentary Elections Act of 1963, the voters must be British subjects of twenty-five years of age or over at the time of registration, and if not possessing Bermudian status, must have been resident in the Territory for the whole of the period of three years immediately prior to registration, registration being held every year. Candidates for election must qualify as electors and, in addition, must possess Bermudian status. In 1966, the voting age was reduced to twenty-one and the additional vote for property owners was abolished.

415. At the last general election held on 16 May 1963, 86.5 per cent of the registered electors voted. The Progressive Labour Party (PLP), the first political party to emerge in Bermuda, was successful in getting six of its nine candidates elected. In August 1964, the United Bermuda Party (UBP) was formed by twenty-five of the thirty independent members elected to the House of Assembly in 1963, and now commands a majority in the House.

416. Since 1964 there have been a number of resignations from the two parties and the state of the parties in the House at present is as follows: UBP, twenty-three seats; Independents, ten seats; and PLP, three seats.

### Judiciary

417. The judiciary consists of a Supreme Court, presided over by a Chief Justice, and two Courts of Summary Jurisdiction, each presided over by a magistrate. Appeal from the Supreme Court lies to the Privy Council in the United Kingdom.

### Public Service

418. The Public Service is under the control of the Secretary of State for the Colonies. According to the administering Power, all junior posts and many of the senior posts are filled by local inhabitants.

419. In 1965, the Government set up a training scheme with two main categories - administrative cadetships, and bursaries and scholarships. Under the former scheme, which is open to young men and women with a university degree or the minimal educational standard for university entrance, successful candidates are to be attached to various government departments to gain experience in administration. They may also undergo a period of secondment to the Civil Service in the United Kingdom. Under the latter scheme, bursaries and scholarships are being made available for professional and technical training, candidates being expected to undertake to serve the Government for a period proportionate to the period of training sponsored.

420. At the end of 1965 there were 118 local officers in the senior grades and 637 in the lower grades. Of the expatriate officers, 61 were on contract and 264 held permanent appointments.

### Local government

421. The city of Hamilton and the town of St. George are each governed by a corporation, consisting of elected mayors, aldermen and councillors. The main sources of revenue are charges for water and dock facilities and municipal taxes. Elsewhere in Bermuda, the main unit of local government is the parish, of which there are nine in all. The parish vestries raise revenue by means of levies on land and personal property and are responsible for such functions as street lighting, road cleaning and certain welfare services.

### Political parties

422. There are two political parties in the Territory: the Progressive Labour Party (PLP) formed in 1963; and the United Bermuda Party (UBP), the present governing party which was formed in 1964. Other organizations which participate in political activities include the Bermuda Constitutional Conference and the Bermuda Industrial Union (BIU).

423. The positions of the UBP, the PLP and the BIU with regard to constitutional development are outlined in paragraphs 428 to 443 below. Additional information on the views of the political parties in Bermuda are contained in the statement made by Dr. Barbara B. Ball, Secretary-General of the BIU, to the Special Committee in 1965<sup>30/</sup> and by Mr. A. Hodgson, a member of the PLP, to the Fourth Committee in 1966.<sup>31/</sup>

23. The views of the Bermuda Constitutional Conference are contained in the statement made by Mr. W.G. Brown, General Secretary of that organization, to the Special Committee in 1965.<sup>32/</sup> Mr. Brown has also petitioned the Committee complaining of racial discrimination, supporting independence and protesting against the electoral system.<sup>33/</sup>

### Recent developments

425. Composition of the Bermuda delegation to the Constitutional Conference. As noted in the Special Committee's report to the General Assembly at its twenty-first session<sup>34/</sup> it was announced on 11 July 1966 that a Constitutional Conference on Bermuda would be held in London on 8 November 1966. The Conference was to discuss constitutional developments on the basis of the report of the Joint Select Committee which was adopted by the legislature in December 1965. This report consisted of a majority report and five minority reports, the details of which are set out in the Special Committee's report to the General Assembly at its twenty-first session.<sup>35/</sup>

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<sup>30/</sup> A/5800/Rev.1, chapter XXIV, paras. 108-127.

<sup>31/</sup> A/C.4/SR.1672.

<sup>32/</sup> A/5800/Rev.1, chapter XXIV, paras. 100-107.

<sup>33/</sup> A/AC.109/PET.223 and Add.1, PET.342 and Add.1-2 and PET.431 and Add.1.

<sup>34/</sup> A/6300/Add.10, chapter XXII, para. 208.

<sup>35/</sup> Ibid., paras. 197-202.

426. On 22 July 1966, the Governor announced the names of the twenty delegates to the Conference. In addition to himself and the Attorney General, the delegation would consist of eighteen representatives of the legislature. Of these, eight were members of the United Bermuda Party (UBP), four were independent members of the House of Assembly, three were members of the Progressive Labour Party (PLP) and three were members of the Legislative Council.

427. Following the Governor's announcement, the Bermuda Industrial Union (BIU) issued a statement declaring its dissatisfaction with the basis of selection of the delegation to the Conference. According to the BIU, no individual or group would pursue the objectives of the workers as whole-heartedly as the BIU and it would continue to press for representation at the Conference.

428. Bermuda Industrial Union proposals. In a further statement issued in September 1966, the BIU announced that the Secretary of State for the Colonies had informed the Union that he was unable to accede to its request to be represented at the Constitutional Conference. The Secretary of State had replied that while he was satisfied that the choice of delegates should enable all points of view to be expressed, he would be very ready to receive a memorandum setting out the views of the BIU and to bear those in mind during the conference discussions.

429. On 30 July 1966, the BIU made public its constitutional proposals. According to these proposals, the BIU wanted a cabinet system of government with adequate provision in the constitution to lead to complete independence, which should be granted when the adult population expressed a positive desire for it by means of a referendum. Under the terms of the BIU proposals, the legislature would consist of a single House. The Executive and Legislative Councils and all government boards would be abolished. Until the people expressed a desire for independence, the Governor would retain powers in foreign policy and defence. The cabinet, composed of a Premier and eleven other ministers would be appointed by the Governor from the majority party in the House. The Governor's assent would be automatic on the passage of bills through the House except for those relating to amendments to the constitution and his reserve powers.

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430. The Island would be divided into forty single-seat constituencies "drawn up on the basis of population density alone, without regard to parish boundaries or any other factors". An impartial Boundaries Commission, composed in the first instance of persons from the United Kingdom, would review the boundaries every seven years. The voting age would remain at twenty-one, with only Bermudians being permitted to vote or be a member of Parliament or of the Cabinet. The Union's proposals also included a detailed Bill of Rights.

431. United Bermuda Party proposals. The position of the governing party, UBP, on constitutional reform was outlined in the party's new platform which was published on 30 July 1966. According to its new platform, the UBP endorsed the majority report of the Joint Select Committee on Constitutional Reform. Specifically, it supported the proposal by which the Executive Council would be composed of members of the majority group in the House of Assembly and would be responsible to the House for the operation of all government departments, including finance. The majority report had also proposed the retention of the Legislative Council (Upper House) with delaying powers and of the government boards, although they would be subject to the general control of the Executive Council.

432. On 21 October 1966, the UBP made public a number of amendments to the majority report which the party had decided upon after meetings between the UBP delegates to the conference and on the advice of Sir Ralph Hone, the Bermuda Government's constitutional adviser. A statement issued at the same time said that this might be regarded as the brief for the party's delegates to the London Conference.

433. The amendments included a proposal requiring the Governor to dismiss the Government Leader following a vote of no confidence in the House of Assembly and if, as a result of a general election, he considered that the Leader no longer commanded the support of a majority of the House. Another amendment would require the Governor to act in all matters in accordance with the advice tendered to him by the Executive Council, subject to any exceptions that were expressly provided in the new constitution, such as matters relating to defence, internal security and external relations.



434. With regard to external relations, the UBP was of the opinion that the United Kingdom Government should accord to the Bermuda Government a substantial measure of control in civil aviation, shipping and finance in relation to matters which were of vital economic interest to the Territory.

435. The UBP indicated that it would seek an assurance from the United Kingdom Government that the new constitution would not be revoked or amended without prior consultation with the Bermuda Government and the concurrence of the two Houses of the legislature of Bermuda, signified by resolution.

436. Progressive Labour Party proposals. On 18 October 1966, the PLP published a memorandum<sup>36/</sup> outlining its position on constitutional change in the Territory.

437. In its memorandum, the party attacked the present electoral system which it claimed was based on a policy of segregating the working class and coloured voters into large constituencies and of reserving for white electors specially designed small constituencies. The PLP believed that the only way to avoid racial and industrial strife in Bermuda was for the United Kingdom Government to insist on the establishment of an electoral system which was not based on class or colour and which gave an equal value to the vote cast by an elector, irrespective of the colour of his skin or his social status in the community. In its view, a delegation determined largely on the basis of party strength in the present House, should have no function in devising a new constitution.

438. The PLP, therefore, proposed that the first item on the agenda of the Constitutional Conference should be the question of the reform of the electoral system. The memorandum declared further that if the Conference was unwilling to agree upon this then the PLP might make it clear that it would oppose any constitutional change increasing the power of the present "oligarchic, undemocratic and racially biased House of Assembly".

439. The PLP considered that the Conference should be divided into two parts, the first devoted to reaching agreement as to how the United Kingdom Government could provide for a fair method of choosing the House of Assembly and for the supervision of a general election; the second part of the Conference should be held only after the general election and - in the light of the verdict of the

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36/ The full text of the PLP memorandum is contained in A/AC.109/PET.569.

Bermudian people - should then devise the other appropriate constitutional changes. Under this proposal, the agenda of this part of the Conference would be confined solely to the following items: (a) constituency boundaries; (b) registration of electors; and (c) supervision of the elections by the United Kingdom Government.

440. Commenting on a number of proposals in the majority report of the Joint Select Committee, the PLP expressed its opposition to the retention of the second legislative chamber and suggested that the present boards might be replaced by committees of the House. It also believed that insufficient consideration had been given to possible alternative forms for a constitution under which the Territory could become independent, and suggested that it might be valuable, for instance, to study the constitutions of the Channel Islands.

441. The PLP recommended that Bermuda should be independent. It would be willing to discuss the matter at the Conference, but reiterated its view that the Conference, as at present constituted, was not the right body to come to any final decision on this or any other question of importance. That decision would have to be taken by the new and democratically elected House of Assembly.

442. Sir Henry Tucker, Parliamentary Leader of the UBP, in his comment on the PLP's memorandum, said that while it disclaimed any racial bias, it "simply reeks of it". The PLP had proposed a fundamental change in the electoral system by which one third of the members of the House would be elected by one central parish. Over a long period Bermuda had accepted the proposition that each parish should elect four members each, a system which had generally produced good members and had prevented control of the Assembly from being vested in the Central District. He believed that voters would refuse to be deluded into destroying the present system by stripping political power from eight parishes in order to concentrate it into one. Sir Henry did not believe that the majority of Bermudians wished to be led by the PLP.

443. After pointing out that Bermuda's economy depended on trade and investment, Sir Henry said that any general loss of confidence in the Government would persuade both local and overseas investors to curtail or abandon their plans

for expansion. Acceptance of the PLP's proposals would, he said, unquestionably have this effect. Sir Henry concluded his statement as follows:

"We record our determined opposition to the Progressive Labour Party's recommendation for independence. Independence presupposes the ability of a government to protect the vital interest of its nationals at home and abroad. Quite clearly we do not possess this power. We are a tiny island of 20 square miles with less than 50,000 people, remotely located in the North Atlantic. Can we really imagine that independence is suitable for us? Is it not time that the Progressive Labour Party developed a healthy and realistic sense of proportion in these matters? It is our conclusion that independence can accomplish nothing of value for Bermuda and that its only results will be to increase the cost of government and to create fatly paid jobs to reward the politically faithful. While the Progressive Labour Party in their memorandum support independence, they have failed to produce any reasons - valid or otherwise - in support of their opinion."

444. Constitutional Conference. The Constitutional Conference on Bermuda took place in London between 8 and 22 November 1966. The final report was signed by the United Kingdom representatives, the Governor and the Attorney General, all the delegates from the Legislative Council, all the UBP delegates and one of the independents. Two other independent delegates signed the report subject to their dissent on certain points which was set out in a minority report. A further minority report was signed by the PLP delegates.

445. The Conference had before it the report of the Joint Select Committee on Constitutional Reform which had been approved by the Bermuda legislature in December 1965. It also had before it memoranda prepared by the UBP, the PLP, the BIU, the Speaker of the House of Assembly and others.

446. At the outset of its work, the Conference agreed, with the PLP delegates dissenting, that all shades of political opinion in Bermuda were represented and that it was competent to discuss the subject for which it had been convened. According to the report, it became clear at a very early stage of the Conference that the most important issue before it was the question of constituencies. The agreement reached by the majority on that question and on the other details of a new Constitution for Bermuda are set out below.

(a) Majority report

447. The Conference agreed that a Boundaries Commission should be established and that it should be composed of a chairman and four members to be appointed by

the Governor. It was agreed that the chairman should be an eminent person from outside Bermuda, with a knowledge of Bermuda but with no vested interest in Bermudian affairs, and that one member should be a person who held or had held a high judicial office in the Commonwealth. The remaining members would be members of the legislature; two appointed on the advice of the leaders of the majority party and one on the advice of the opposition leader.

448. The following terms of reference for the Boundaries Commission were agreed upon:

- (a) the parish of Pembroke should be divided into four constituencies and each of the other parishes into two constituencies, each constituency to return two members;

- (b) no account should be taken of the racial distribution of electors;

- (c) account should be taken of natural boundaries within a parish;

- (d) subject to the foregoing, the Commission should ensure that the constituencies contain as near as may be equal numbers of adult persons, as determined by the immediately preceding census.

449. The Conference also accepted an offer by the Secretary of State to send an expert to Bermuda to see what improvements could be made to the existing registration system. According to the report, the Secretary of State made this offer in order to meet the criticism of the PLP representative that the existing system of registration resulted in many qualified persons not being registered.

450. It was further agreed that the next general election, which was due at the latest in mid 1968, should be held on the basis of the arrangements agreed upon concerning the constituencies. That part of the new Constitution relating to the legislature would be brought into operation shortly before the next general election, while the remainder would come into force immediately after the election.

451. The Secretary of State pointed out, on behalf of the United Kingdom Government, that the form of the new Constitution could be made an election issue and that if a majority of members were elected to the House of Assembly who were opposed to some or all of its features, the new Government would then have a mandate from the electorate to seek further constitutional changes which the United Kingdom Government would consider.

452. The Conference envisaged that their conclusions would be put to the Bermuda legislature for endorsement after which legislation would be enacted in Bermuda to establish the Boundaries Commission. The Commission would then be appointed and recommend new constituencies which would then be given the force of law and preparations for the next general election would be put in hand. In the meantime, the drafting of other necessary legislation in Bermuda and the drafting of the enabling Bill and the Order-in-Council in the United Kingdom could proceed.

453. Under the new Constitution agreed upon at the Conference, the Governor will continue to be appointed by the Crown and will retain special responsibilities for external affairs, defence, internal security and police. In these matters he will act in his discretion; on all other matters he will be required to obtain and act, in accordance with the advice of the Executive Council, subject to a power to act contrary, to their advice in the interest of any of the matters for which he retains special responsibility. In general, the Governor will assent or withhold assent to bills passed by the legislature on the advice of its Executive Council. He will, however, be required to reserve for decision by the Crown any bill which appears to him, inter alia, to be inconsistent with the international relations of the United Kingdom or to affect the matters for which he retains special responsibility. The power of disallowance, at present unlimited, will be restricted to legislation affecting certain government stock.

454. The Executive Council will consist of the Government Leader and not less than six other members who will be appointed from among the members of the legislature. The Governor will appoint as Government Leader the member of the House of Assembly whom he thinks best able to command the confidence of a majority of the members of that House. The other members will be appointed by the Governor on the advice of the Government Leader. Not less than one nor more than two will be members of the Legislative Council. The Governor will normally preside at meetings of the Executive Council and members will be collectively responsible to the legislature.

455. Portfolios will be allocated by the Governor on the advice of the Government Leader. Such portfolios will not include the subjects for which the Governor has special responsibility. The Governor, however, will be empowered to designate a member of the Executive Council whom he may consult on matters relating to the

police force, and after informing the legislature and with the prior approval of the Secretary of State, to delegate a member such responsibility relating to internal security and police as he may deem fit.

456. In matters for which the Governor has special responsibility he will be assisted by a Chief Secretary who will be a civil servant and not a member of the Executive Council. The Attorney General, in whom will be vested power to institute and discontinue criminal proceedings, will similarly be a civil servant and not a member of the Executive Council. Both these officers will be appointed by the Governor in his discretion and their salaries will be paid from funds not subject to the control of the legislature.

457. The existing Government Boards will no longer retain their executive functions. Provision will be made to enable members of the Executive Council to be assisted in the exercise of their responsibilities by boards having consultative and administrative functions.

458. The Governor will appoint as Opposition Leader the member of the House of Assembly whom he thinks commands the support of the largest group of opposition members who are prepared to support one leader.

459. While the Conference agreed that the United Kingdom Government would continue to be responsible for the external relations of Bermuda, many delegates supported the recommendation of the Joint Select Committee that the Bermuda Government should be accorded a substantial measure of control in civil aviation, shipping and finance in relation to matters which were of vital economic interest to the Colony. Reference was made to the delegation of powers in external affairs granted in the past to other dependent Territories. The Secretary of State promised that there would be an exchange of dispatches about the arrangements which the United Kingdom Government was prepared to make in this respect having regard to their existing international obligations. The Secretary of State also agreed that the United Kingdom Government would consider the inclusion of a representative of the Government of Bermuda in any United Kingdom delegation attending international discussions about civil aviation, shipping or finance in which the interests of Bermuda were materially involved.

460. The legislature will be bicameral, consisting of an Upper House called the Legislative Council, and a Lower House called the House of Assembly. It will have a maximum life of five years.

461. The Legislative Council will consist of eleven members appointed by the Governor. Four will be appointed on the advice of the Government Leader, two on the advice of the Opposition Leader and five will be appointed by the Governor in his discretion. The Legislative Council will have no power to initiate money bills and may delay such bills for only two months. It will have power to delay other bills including taxation bills for at least twelve months.

462. The House of Assembly will consist of forty members elected in two-member constituencies by universal adult suffrage. As already noted, eight of the existing parishes will contain two constituencies each, while the ninth, Pembroke, will contain four. Constituency boundaries will be reviewed at stipulated intervals by the Boundaries Commission. The qualifications for electors will remain unchanged; electors must be British subjects of twenty-one years of age or over with either Bermudian status or three years' residence in Bermuda.

463. Control of the Public Service, previously vested in the Secretary of State for the Colonies, will be exercised by a Public Service Commission in Bermuda.

464. Provision will be made for a Supreme Court consisting of a Chief Justice and as many other judges as the legislature may prescribe, the former to be appointed by the Governor in his discretion after consultation with the Government Leader, and the latter appointed by the Governor in his discretion after consultation with the Chief Justice. There will also be a Court of Appeals consisting of a President and two other judges to be appointed by the Governor in his discretion.

465. The Constitution will also make provision to safeguard fundamental rights and freedoms of the individual, whatever his race, place of origin, political opinions, colour, creed or sex, subject only to respect for the rights and freedoms of others. The rights and freedoms will be enforceable in the courts.

(b) Minority report issued by two independents

466. The present Speaker of the House of Assembly and another independent member of the House issued a minority report in which they stated that they could not subscribe to the new Constitution because it omitted or destroyed certain fundamental checks which, in their view, were vital if good government were to be maintained. In their opinion, the powers proposed to be vested in the Government Leader should be transferred to the collective responsibility of the Executive Council. They also believed that the present method of electing the members of the Legislative Council, namely appointment by the Governor after consultation with the Executive Council, should be changed very little. They further believed that the present powers of the Legislative Council should be maintained, with the exception that the House of Assembly might be empowered to require a bill which has been rejected by the Council to be made the subject of a referendum. They also wished to restore the additional vote for property owners.

(c) Minority report issued by the Progressive Labour Party

467. In their minority report, the PLP delegates stated that they were unable to sign the report and set out the points with which they disagreed and the reasons for their disagreement. They did not believe that the arguments they had advanced on the question of constituencies had been reported in sufficient detail and considered that the report should have indicated the reasons why some suggestions were accepted and others rejected. They were in almost complete disagreement with the proposed new Constitution, in general, on the ground that it was merely a copy of the Bahamas Constitution of 1963. In their view, experience of the working of that Constitution had not been such as to justify a similar Constitution being enacted for Bermuda. They also felt that it was necessary at least to consider whether an altogether different type of government than that appropriate for the Bahamas might not be established in Bermuda. Other types of constitutions which had proved satisfactory for small Territories, as well as constitutions providing for an elected Governor should also have been examined. They further considered that the proposed redistribution of



constituencies was so unsatisfactory as almost certainly to lead to the election of a House of Assembly not representative of the electorate. Among the principal objections raised by the PLP delegates to the detailed proposals for the new Constitution were the following:

(i) They did not consider that in an island as small as Bermuda a bicameral legislature was necessary and they were opposed to the type of nominated chamber proposed;

(ii) They were opposed to the Legislative Council being granted powers of delay in regard to taxation bills. In their view, it was essential to introduce income, property and inheritance taxes as soon as possible and these powers would delay and even frustrate essential fiscal reforms;

(iii) They were opposed to the new arrangements for constituencies which, according to their calculations would result in the three most populous parishes, which at the 1960 census contained a majority of the inhabitants of the Island, returning only sixteen members to the House of Assembly, while the remaining six parishes, containing a minority of the population, would return twenty-four members. They would not "be parties to inserting into the first written Constitution ever to be designed for Bermuda, a principle which, in our opinion, would only give one third of the value to a working class and coloured vote of that given to the election in the most favoured white constituency". They believed that, if there were equal size constituencies, the number of members in the House would be reduced rather than increased since even with thirty-six members, Bermuda's House already had more members per elector than any other comparable Territory;

(iv) They were opposed to the proposal that a person without Bermudian status but with three years' residence should be entitled to vote;

(v) They were not in favour of the present Government Boards being retained in any form. The maintenance of these Boards, of which there were at present twenty-one, was politically undesirable and financially wasteful;

(vi) They were opposed to the provisions enabling the Governor to expend public funds without authorization by Parliament;

(vii) They were strongly in favour of provisions in the Constitution for safeguarding fundamental rights. They believed, however, that these should be based on a complete code as drafted by the United Nations and not modelled on the limited provisions contained in the present Bahamas Constitution which had been submitted for consideration.

468. Question of independence. At a press conference held following the closing of the constitutional conference, Mr. Fred Lee, the Secretary of State for the Colonies was questioned on the topic of independence for Bermuda. He is reported to have replied that the PLP had apparently changed their minds in this matter and that it now seemed that none of the delegates wanted independence.

469. Mr. Walter N.H. Robinson, PLP Parliamentary Leader, in a letter to The Times of London, published on 29 November 1966, inter alia, said: "My party favours independence for our island... However, the policy of my party is that the issue of independence should be submitted to the people of Bermuda and that it should only be decided after they have heard all the arguments in favour and against it and recorded their opinions through the ballot box. For this reason we did not raise the independence issue at the Bermuda Conference which has just ended."

#### Economic conditions

470. The economy of the Territory continues to depend primarily on the tourist industry, and most of the local inhabitants participate directly or indirectly in some aspect of it. The number of tourists visiting Bermuda in 1965 was 237,782, compared with 188,992 in 1964. Approximately 87 per cent of the tourists came from the United States.

471. Bananas, citrus fruits, vegetables, milk, eggs and meat are produced for local consumption. The cultivation of Easter lilies, although declining, is still undertaken for export to the United States, Canada and the United Kingdom. The continued increase in population and the corresponding increase in housing and playing fields has further encroached on land available for agriculture, reducing it from 1,020 acres in 1964 to 915 acres in 1965.

472. There is a small fishing industry in Bermuda. It is estimated that 1,350,000 pounds of fish and 140,000 pounds of spiny lobster are landed annually, at a total value of about £250,000.

473. A retail price index was established in January 1961 and is computed quarterly. Taking January 1961 as 100, by October 1965 the index stood at 105.7.

474. In 1965, imports into the Territory were valued at £36,366,901, including those into Ireland Island Freeport, compared with £30,885,509 in 1964. Domestic exports were valued at £945,723 in 1965, compared with £726,928 in 1964. Re-exports were valued at £18,505,657 in 1965 as against £12,488,645 in 1964. The visible adverse balance of trade is offset by revenue from invisible items such as investment, the activities of international companies, the tourist industry, repairs to shipping sustaining damage at sea, and the United States bases which results in a favourable balance of trade. The United States is Bermuda's principal trading partner, providing almost half of the imports in 1965.

475. Revenue and expenditure for the years 1963, 1964 and 1965 were as follows:

	<u>1963</u>	<u>1964</u>	<u>1965</u>
	(value in thousand pounds)		
Revenue	5,711	6,554	6,660
Expenditure	6,342	6,385	6,557

476. During 1966, the legislature endorsed a report by its Finance Committee which recommended, inter alia, the introduction of a progressive tax on real property. Subsequently a firm of surveyors and valuers began preparing an assessment of all property in the Territory. This work is expected to be completed by April 1967. In October 1966, the legislature made provision in its budget for 1967 for a land tax which was expected to come into operation in the second half of 1967 and to yield £250,000.

477. Bermuda has no income tax and attracts the registration of many international companies. It is reported that some 600 foreign firms are registered in Bermuda. The development of the Ireland Island Freeport was directed in part to attract foreign companies to establish manufacturing industries. It is reported that, so far, thirty companies have begun operations at Freeport but that development has been limited owing to the virtual absence of skilled industrial labour.

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Social conditions

478. Social services. Social services are provided mainly by the local authorities and by charitable organizations. A government board provides financial assistance and co-ordinates activities.

479. In its recently announced party platform, the UBP, the governing party, declared its intention to make hospital insurance available to all and to introduce old-age pensions under a self-supporting scheme of contributions from employers and employees. At the recent Constitutional Conference in London, the PLP leader drew attention to the lack of social services, medical and hospital benefits, and working-class housing schemes. He described Bermuda as "the last territory on earth in which the sixteenth century Elizabethan poor law is still in force and effect".

480. An old-age and widows' pension scheme is being considered by a joint select committee of the legislature. The scheme it is considering is based on recommendations made by a United Kingdom expert in 1962.

481. Labour. The Territory's first Workmen's Compensation Law came into operation in August 1965. This law is based on the principle of employer's liability and is non-contributory.

482. In 1965, the Government's Labour Advisory Committee continued its consideration of such questions as imported labour and the establishment of an apprenticeship council. This Committee consists of representatives nominated in equal numbers by employers' and workers' organizations. The Committee also prepared a guide to the conduct of labour relations, setting out certain fundamental principles governing good labour relations.

483. In January 1965, there was a dispute between the Bermuda Industrial Union and the Bermuda Electric Light Company over recognition of the union as the bargaining agent for the hourly-paid employees. The administering Power reported that the dispute evoked widespread sympathy action on the part of workers in other industries and culminated on 2 February 1965 in a clash outside the company's main plant in which seventeen policemen were injured. Following mediation, an agreement was reached on 18 February by which the union obtained some minor concessions. In a subsequent ballot the union failed to obtain recognition as the bargaining agent. Approximately 98 of the company's 260 employees struck. An estimated 17,672 man-hours were lost, exclusive of time lost through sympathy strikes.

484. In 1965, there were six employees' unions registered in the Territory, namely: the Bermuda Industrial Union, the Amalgamated Bermuda Union of Teachers, the Bermuda Dockworkers Union, the Association of Scientific Workers (Bermuda Branch), the Electricity Supply Trade Union and the Bermuda Civil Service Association which became eligible for registration following the enactment of the Trade Union Act of 1965. The Bermuda Federation of Variety Artists was registered early in 1966. There is one employers' organization, the Bermuda Employers' Council.

485. Public health. The Territory's hospital facilities include a general hospital with 225 beds, a geriatric hospital with 36 beds, and a mental hospital. A new wing of the general hospital was completed during 1965.

486. In 1965, the birth-rate was 22.9 per 1,000 live births and the death-rate was 7.3 per 1,000. The infant death-rate was 30.4 per 1,000 live births.

Total government expenditure for health in 1965 amounted to £877,490 compared with £895,793 in 1964.

#### Educational conditions

487. Education is compulsory between the ages of 5 and 14 years. The upper limit of the statutory school age is to be raised to 15 in 1967 and to 16 in 1968.

488. Under new legislation enacted in 1965 and 1966, the terms "vested" and "non-vested" have been replaced by the terms "maintained" and "aided". Schools located in government buildings formerly called "vested", are now classified as "maintained", while those located in buildings owned by the trustees of the schools are classified as "aided".

489. There are 25 primary schools (20 maintained and 5 aided), 5 special schools, 10 secondary institutes (5 maintained and 5 aided) and one vocational school. In two of these schools after-school classes are available for further education. Beginning in September 1967, students at maintained and aided schools preparing for "A" level examinations are to receive instruction at a new Academic Sixth Form Centre. There is no university in Bermuda.

490. Education for those of school age is free for children at all maintained and aided schools, except for those in the fee-paying "B" streams of secondary schools. The highest fee payable is £195 a year at a private school.

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491. Legislation has been adopted to ensure that race will cease to be a criterion for admission to maintained and aided schools.

492. As noted in the Special Committee's report to the General Assembly at its twenty-first session,<sup>37/</sup> the educational system of the Territory has been criticized by the Amalgamated Bermuda Union of Teachers and by the PLP.

493. In 1965, expenditure on education was £982,457, compared with £1,054,126 in 1964.

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<sup>37/</sup> A/6300/Add.10, chapter XXII, paras. 228-229.

E. BAHAMAS<sup>38/</sup>

General

494. The Bahamas is an archipelago of about 700 islands, of which only 30 are inhabited, and over 2,000 rocks, extending from the Florida coast of the United States for over 500 miles (800 kilometres) to the south-east. The Grand Bahama, to the north of the group, lies 60 miles (96 kilometres) off the Florida coast. Andros is the largest island, but New Providence is the most important, with Nassau the capital city. The islands are generally long, narrow and low-lying. The total land area is 4,404 square miles (11,406 square kilometres).

495. The estimated population as of 31 December 1965 was 138,107, of which 85,967 was estimated to be in New Providence.

Constitution

496. The present Constitution of the Bahamas is set out in the Bahama Islands (Constitution) Order in Council, 1963, which came into force on 7 January 1964, giving the Territory full internal self-government.

497. Governor. The Governor is appointed by the Queen and exercises executive authority on her behalf. Generally, he is required to act in accordance with the advice of the Cabinet.

498. The Constitution reserves certain powers - external affairs, defence, internal security and control of the police - to be exercised by the Governor in his discretion, provided that he keeps the Cabinet informed of any matters relating to external affairs or defence which may involve the economic or financial interests of the Bahama Islands or the enactment of laws by the Legislature.

499. The Governor's assent is required to all bills, except the relatively few which require assent by the Queen. The Governor may prorogue both chambers of the Legislature and may dissolve the House of Assembly at any time.

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<sup>38/</sup> The information presented in this section has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter on 5 August 1966, for the year ended 31 December 1965.

500. Cabinet. The Premier and not less than eight other ministers constitute the Cabinet and are appointed by the Governor. The Premier is the member of the House of Assembly who, in the Governor's judgement, is best able to command the confidence of a majority of its members. At least one and not more than three ministers are members of the Senate; the others are members of the House of Assembly, including the Minister for Finance. Ministers are appointed by the Governor on the Premier's advice.

501. The Cabinet has general direction and control of the government of the Territory and is collectively responsible to the Legislature. It has, however, no responsibility with regard to courts and criminal proceedings, the audit of the Territory's accounts or the public service.

502. Legislature. The Legislature is bicameral and consists of a Senate (formerly the Legislative Council) and a House of Assembly. The Legislature may make laws for the peace, order and good government of the Bahama Islands, subject to the assent of the Governor. Legislation involving taxation or expenditure of public money is restricted; usually it may only be enacted on the recommendation or with the consent of the Governor.

503. Senate. The Senate consists of fifteen members appointed by the Governor - eight after consultation with the Premier, five on the advice of the Premier and two on the advice of the leader of the opposition. The Senate elects a President and Vice-President from among its members. It has limited powers of delaying legislation passed by the House of Assembly. Those members of the former Legislative Council who were originally appointed to hold office during Her Majesty's pleasure will serve for ten years; others will complete the terms for which they have been appointed.

504. House of Assembly. The House of Assembly consists of thirty-eight elected members, of whom twenty-one represent Out Islands constituencies and seventeen represent New Providence constituencies. The Speaker and Deputy Speaker of the House are elected from among its members.

505. Fundamental rights and freedoms. The Constitution contains provisions for the protection of fundamental rights and freedoms of the individual.

#### Political parties

506. There are four political parties in the Bahamas. The Progressive Liberal Party (PLP), the present ruling party, is led by Mr. Lynden O. Pindling, the present



Premier. The PLP draws most of its support from people of African descent, who form some 80 per cent of the Territory's population. As a result of the recent general elections, the PLP assumed office for the first time. The opposition United Bahamian Party (UBP), led by Sir Roland Symonette, the present leader of the opposition, is generally described as representing the Islands' commercial and industrial interests. The Labour Party (LP), led by Mr. Randol Fawkes, gave its support to the PLP in the recent general elections. The National Democratic Party (NDP) was formed in 1965 by a group of former PLP members led by Mr. Paul L. Adderley.

#### Electoral system

507. Qualification for membership in the House of Assembly requires that a candidate shall be twenty-one years of age, a British subject, shall have been ordinarily resident in the colony for a period of not less than five years in the aggregate prior to the date of his nomination, and ordinarily resident in the colony for not less than six months immediately preceding his nomination. Elections are on the basis of universal adult suffrage.

508. A Constituencies Commission has been charged with reviewing the boundaries, the number of constituencies and the number of seats within each constituency not less frequently than once every five years.

509. The most recent general election for the House of Assembly was held on 10 January 1967. The votes cast for the PLP numbered 18,895 and for the UBP, 18,820. Each of these two parties won eighteen seats. However, two of the seats won by the UBP candidates were uncontested, and one of them was later declared invalid by an election court. The UBP candidate was re-elected in a subsequent by-election. Of the two remaining seats, one went to a Labour Party member and the other to an Independent.

#### Political and constitutional developments

510. Developments up to June 1966 were recorded in the Special Committee's report to the General Assembly at its twenty-first session (A/6300/Add.10, chapter XXII, paras. 235-251).

511. On 2 September 1966, Mr. Fawkes (LP) tabled a motion for a select committee to consider the advisability of requesting the Government of the United Kingdom to

convene a Constitutional Conference with a view to establishing the independence of the Bahamas.<sup>39/</sup> In a letter to the Governor, Mr. Fawkes asked what plans the United Kingdom Government had for the eventual independence of the Islands. In his reply, the Governor said that the aim of British policy for dependent Territories was to develop in each a full measure of self-government. The Governor further advised Mr. Fawkes that he had sent a copy of his letter to the Secretary of State for the Colonies. During the debate on his motion Mr. Fawkes warned members that independence for the Bahamas was inevitable and urged them to prepare for that day. He cited three paramount reasons for independence: (1) to enable the Bahamas to seek a customs agreement with other nations in the western hemisphere, to avoid having to pay high customs duties when ordering merchandise from countries outside the British Commonwealth; (2) to establish Bahamian citizenship - ("We want to be able to have national pride, and we won't be able to have this as long as we are a subject people", he stated) - and (3) to enable Bahamians to make adequate preparations for the inevitable future.

512. The Premier, Sir Roland Symonette, advised the House of Assembly that while independence could be requested and would no doubt be granted, it was none the less necessary to face the facts. "It would be extremely expensive, both in money and manpower, for the Bahamas to take on the task of establishing embassies and high commissions abroad, and of raising and equipping its own armed forces.

Considerable government funds would have to be diverted for these purposes which, in the view of this Government, would be much better spent on the progress and development of the Bahama Islands for the good of all the inhabitants", he said.

513. On 5 September the House rejected Mr. Fawkes' motion. Mr. Fawkes subsequently addressed a petition on the subject to the Special Committee (A/AC.109/PET.544) and appeared before the Committee as a petitioner at its 467th meeting on 15 September 1966.

514. On 17 September 1966, Mr. Adderley (NDP) announced that his party proposed sending a delegation to the Secretary of State in London with the principal object of making representations to the Government of the United Kingdom and submitting recommendations for amendments to the Constitution of the Bahamas. He stated that

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<sup>39/</sup> See A/6300/Add.10, chap. XXII, paras. 235-241.

his party had taken the position that no independence for the Bahamas should be granted until certain constitutional amendments had been made. The NDP considered it to be in the interest of the preservation of orderly government in the Bahamas that electoral reform should precede general elections, and proposed the following constitutional amendments:

(a) The size of the Cabinet should be limited.

(b) The Governor's appointees to the Senate should be increased to ten; the Leader for Government Business in the Senate should be chosen from those members appointed on the advice of the Premier.

(c) The number of members of the House of Assembly elected to represent New Providence and the Out Islands should be increased to reflect more accurately the distribution of population in the Bahamas.

(d) No general elections should be held on the basis of the existing report of the Constituencies Commission. A new commission should be appointed by the Secretary of State to advise on the distribution of seats before a new general election; the Constitution to provide for single-member constituencies only.

(e) Secret balloting should be assured, with certain exceptions.

(f) Constitutional safeguards should be provided against conflict of interests.

515. The NDP hoped to convince the Secretary of State that the question of independence should be delayed until the proposals had been put into effect, and until that issue had been settled by a referendum. Before leaving for London on 9 November 1966, Mr. Adderley said that he regretted that the PLP and the LP had not agreed to join with the NDP in making a combined presentation to the British Government, thereby presenting the unified voice of the opposition forces in the Territory. In the course of the discussions in London, the NDP requested the Secretary of State to communicate its demand for a constitutional conference to all other political parties in the Bahamas.

516. Conditions at Freeport. An account of the opposition's attack on conditions at Freeport was included in the Special Committee's report to the General Assembly at its twenty-first session (see A/6300/Add.10, paras. 248-251). On 14 October 1966 the NDP requested the Secretary of State to appoint a royal commission to investigate allegations against the operation of gambling casinos in

the Territory. A similar request was addressed by the PLP to the Speaker of the House of Assembly, asking that the House be recalled immediately to debate a motion calling for the appointment of a royal commission.

517. The NDP suggested the following terms of reference for the royal commission:

"To investigate whether the employment of members of the Government and of the Legislature by gambling interests at Grand Bahama has adversely influenced the policy of the Bahamas Government with regard to maintaining internal security and in its relationship with the Government of the United States.

"To investigate the conduct of certain members of the former Executive Council and the circumstances under which permission to operate gambling casinos at Grand Bahamas was granted.

"To investigate the circumstances under which the members of the Government and members of the Legislature accepted payments for services rendered to the Grand Bahama Development Company Limited, and any connexion between such payments and the granting of casino licenses to Bahamas Amusements Limited.

"To investigate whether the gambling casino operated at Grand Bahama is controlled by, or any interest in this operation is owned by, any person having a financial interest in gambling casinos in the United States".

518. The Governor of the Bahamas, in a speech on 2 November 1966 in Memphis, Tennessee (United States) was reported to have referred to some unfavourable publicity about the gambling at Freeport. In further reference to a statement in an American newspaper that gambling in the Bahamas was to some extent in the hands of organized crime in the United States, he said: "It is my duty to see that it is not true. And happily I have some means of ensuring that it is not true".

519. Mr. Pindling is reported to have stated, in a letter to the Governor, that the Governor's address to the Executives' Club in Memphis, attempting to vindicate his ministers, was uncalled for, unfortunate and most regrettable. "We have intended," Mr. Pindling continued, according to the report, "to lay before you upon your arrival full information regarding:

"(1) The dates of contracts with Bahamian ministers referred to in the article;

"(2) where the said contracts can be seen;

"(3) the names and signatories to the contracts;

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"(4) the consideration in each contract;

"(5) the duration of each contract;

"(6) the names of persons able to give sworn evidence as to the accuracy of the allegations contained in the article.

"Consequently we are making a direct request to the Secretary of State for Commonwealth Affairs for an early interview to demand your immediate withdrawal...."

520. The leader of the NDP stated that he agreed entirely with the PLP in their views on the Governor's speech. He also said that the Governor had shown himself to be completely unacceptable to the opposition point of view.

521. On 28 November 1966, Mr. Pindling announced that his party had received a reply from the Secretary of State for the Colonies agreeing to meet a delegation in London on 9 December to discuss, among other things, the party's demand for the removal of the Governor, the appointment of a royal commission and constitutional reform.

522. On 20 December 1966, the Colonial Secretary stated in the House of Commons that a committee of outside experts was likely to be set up to examine allegations about irregularities in the running of the Bahamas casino. He also said that he had been informed by the Governor that the Bahamas Government would welcome an authoritative inquiry by such experts. It was announced that consultations on the membership of the committee of inquiry were likely to be held while the Governor was in London. On his return to the Bahamas, the Governor said that he would discuss with his ministers what form an investigation into casino gambling should take. It was understood that the Constitution of the Bahamas, which guaranteed internal self-government to the Territory, precluded the appointment of a royal commission by the United Kingdom Government.

523. General elections. In a press statement on 1 December 1966, announcing that a general election would be held on 10 January 1967, the Premier, Sir Ronald Symonette, said that his Government had decided on an election in order to stop ill-informed talk and unfounded charges and to allow voters to decide whether or not they wished to continue with a government that would bring further prosperity and an increasing standard of living to the people of the Islands.

524. The PLP announced that it would contest every single-member seat in New Providence and nominate at least one candidate in all the Out Island districts. The NDP declared that its candidates would contest seats in New Providence but not in all districts.

525. In a letter of 2 December 1966, addressed to Mr. Pindling and Mr. Fawkes, Mr. Adderley made an appeal to the opposition to join forces. The PLP decided not to contest the constituency in which Mr. Fawkes was standing but rejected the appeal to join forces.

526. Mr. Adderley sent a telegram to the Secretary of State for the Colonies before the date of the election was announced, in an attempt to forestall a general election. The telegram asked that the Governor be instructed to refuse dissolution of the House of Assembly until full effect had been given to his proposed constitutional amendments and until more voters had had time to register. The Governor informed Mr. Adderley that when advice to dissolve the House was tendered to him by the Premier, no alternative government was in sight. The current Government, moreover, had made it clear to him that it would not carry on without a dissolution.

527. The UBP issued a twenty-point electoral manifesto on 21 December 1966. Subjects dealt within the manifesto included: equal opportunity, education, Out Islands scholarships, pensions, low-cost housing, foreign bases, immigration, labour, health services, tourism, overseas investment, public utilities, roads, New Providence road traffic, agriculture, fisheries, sports facilities, beaches and parks, Out Islands mail boat service, the civil service, the police and the Constitution. The UBP pledged, inter alia, to retain the existing form of constitutional government without seeking independence.

528. On 10 January 1967, general elections were held in the Bahamas. The PLP strength in the Out Islands caused a deadlock with the UBP - the former ruling party. The two major parties each won eighteen seats in the thirty-eight-member House of Assembly, with one seat going to a Labour Party member, Mr. Fawkes, and one to an Independent. Sir Roland Symonette retained his seat by a vote of 558 to 511.

529. The six-day constitutional crisis resulting from the deadlock was resolved when Mr. Pindling gained the support of the sole Labour Party member elected. The only Independent agreed to serve as Speaker.

530. On 16 January 1967, Mr. Pindling was sworn in as the new Premier. The number of ministerial posts in the new administration has been reduced from fourteen to eleven. At the same time, the portfolios of nine ministers have been enlarged.

531. On assuming office the new Premier said at a press conference: "Whenever an upset occurs in an election anywhere in the world those who have capital at stake are likely to react with doubt, even fever. Let me, therefore, reassure our friends abroad that my Government will foster the climate of free enterprise that they have to come to expect in the Bahamas. Our plans for the pleasure of tourists call for more, not less. Our plans for the confidence of investors call for immediate person-to-person conferences with leaders both here and abroad."

532. Referring to foreign affairs, the Premier noted that his Government wished to assure the President of the United States that the Bahamas would remain friendly, would continue to play its role in the defence pattern of the Western world, and would no longer provide a haven for gansters. "We are determined to be a good neighbour and a good partner", he emphasized.

533. The new House of Assembly was scheduled to meet on 9 February 1967.

#### Economic conditions

534. The economy of the Territory continues to depend on the tourist industry. A total of 720,420 tourists visited the Islands in 1965, compared with 605,171 in 1964. This record number marked the sixteenth consecutive year of increase. Expenditure on tourism in the 1965 approved estimates was £1,492,886, compared with £1,239,023 in 1964.

535. The tourist trade with North America has enabled the Territory to make commensurate increases in dollar expenditure for the purchase of food-stuffs and other consumer goods, and in education for Bahamians at schools or universities in the United States and Canada.

536. Exchange control statistics for the period 1960-1965 show that United States tourists spent a total of \$227,414,000 in the Bahamas. Expenditures by the Bahamas in the United States during the same period totalled \$382,720,000. Investments by United States companies and individuals, and dividends from Bahamian-owned United States investment portfolios more than offset this apparent dollar deficit.

537. Agriculture and forestry. Arable land at present under cultivation in the Bahamas is estimated at 35,000 acres. There are approximately 3,200 acres of improved pastures and slightly less than 800,000 acres of forest. Hurricane "Betsy", which struck the Territory in September 1965, immediately affected tree crops, such as citrus. Ninety-five per cent of the crop was destroyed. Its effect on vegetable gardens was to produce excess salinity in the soil. Although this condition did not materially reduce current production, it was expected to retard the rate of increase in 1966.

538. Livestock, with the exception of poultry, is largely owned by small farmers. Three dairy herds are run on a commercial scale. There is one large herd at Eleuthera, which is a source of fresh beef for the local market.

539. It is estimated that 3,500 men are gainfully employed in the fishing industry. In 1965, exports of crawfish were valued at £361,631, compared with £251,631 in 1964. Scale fish is not exported. The export of edible conch was prohibited as a conservation measure.

540. The organized exploitation of forest products is confined to the yellow pine forests of Andros and Abaco Islands.

541. On Inagua Island there is a comparatively large salt industry. A United States company extracts the salt by solar radiation and exports it in bulk form to the United States.

542. As yet no oil has been found in the Bahamas, but in 1965, six companies held sixteen oil concessions for exploration.

543. Exports were valued at £4,520,797 in 1965, compared with £2,616,670 in 1964, mostly to the United Kingdom, Canada, Haiti and the United States of America. The value of total imports during 1965 amounted to £37,431,173, chiefly supplied by the United Kingdom, Canada, Jamaica and the United States, compared with £35,669,627 for the previous year.

544. The total revenue of the Territory continued to rise in 1965 to £14,953,369, compared with £12,163,983 in 1964 and £9,599,255 in 1963. Customs duties (£8,252,657 in 1965) and receipts from fees and public utilities were the main sources of revenue. Total expenditure amounted to £12,687,189, compared with £11,841,216 in 1964 and £9,834,388 in 1963.

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545. On 16 January 1967, Mr. Pindling, referring to the question of economic prospects for the Islands, said that agriculture was one of the areas in which his Government planned to take expert advice, particularly from FAO, Canada and the United States. Linked with this was the development of light industry in the Islands, and the promotion of tourism.

546. On 18 January 1967, addressing a gathering of more than a hundred international bankers, the Premier pledged his Government's intention not to impose either corporate or personal income taxes and to honour the financial commitments made by the previous Government. Projects of major importance which were already under way - such as the redevelopment scheme for Nassau harbour - would continue as planned, he stated. The Territory, he emphasized, was determined to develop its commercial, agricultural and industrial potentials, as well as its banking facilities.

547. The Premier disclosed that the Government further intended to institute a penetrating study of industrial development. Definite plans for this study would be announced at an early date, the Premier said. There had already been an instant and rising tide of offers of new investments, all of which would be closely investigated.

548. It has been reported that on 26 February 1967 the Vice-President of the United States, Mr. H. Humphrey, commissioned into service the Atlantic Undersea Test and Evaluation Center (AUTEC) at Andros in the Bahamas (see A/6300/Add.10, para. 259). Mr. Humphrey is reported to have said that the centre had been established primarily for the purposes of national security but that the knowledge gained would be of assistance in other ways. Anti-submarine weapons, such as air-to-sea torpedoes, the report continued, were already being tested over and under a 6,000-foot natural trench. The United States Navy was engaged in completing the sonar and acoustic ranges.

#### Social conditions

549. Prices in general in New Providence tend to be high, especially as local food production is extremely limited and was further reduced in 1965 by hurricane damage. The cost-of-living index at the beginning of 1965 was 190 (based on a datum of 100 in 1949). This index has now been abandoned; a new one was due to be established from 1 January 1966.

550. On 4 July 1966 several hundred marchers paraded through the city of Nassau in protest against the increase in the cost of living. The march was organized by the Bahamas Trade Union Congress (BTUC), with the object of bringing the dissatisfaction of the workers to the attention of the Government and merchants (A/6300/Add.10, chap. XXII, paras. 272-274). The BTUC suggested in a letter of August 1966 that the Government should devote a great deal of time and effort to the problem of maintaining a stable price level, and proposed further that the Government and the BTUC work together in preparing a cost-of-living index.

551. On 1 September 1966, Mr. Clement Maynard, President of the Bahamas Civil Service Union (BCSU) said that his union's request for a general salary increase of 15 per cent for senior staff and 25 per cent for all other government workers had been based on figures published by the BTUC and the Ministry of Labour. The BCSU proposed that a pensionable salary increase would be the most equitable way to achieve this end. The Government decided to increase salaries and wages of members of the public service with effect from 1 September 1966. The pay increase of 7.5-12.5 per cent was approved in the form of a non-pensionable allowance calculated in relation to the basic emoluments of each member of the public service. Members of the opposition raised objections to the manner in which the Government had calculated the percentage increases and to the increase awarded to civil servants in the upper income brackets.

552. The Government issued a statement on 7 September 1966, to the effect that it would undertake a general review of the salary structure of the public service.

553. Labour. In 1965 there were sixteen trade unions and four employers' associations registered in the Bahamas. There is no minimum wage order at present. Wages are fixed by joint consultation and agreement in the various industries. Only two trade disputes involving stoppage of work occurred during 1965, covering a period of eight days. The report of the 1963 census (published in 1965) gave the total labour force as 51,948. During 1965 there were more than 800 agricultural workers employed in the United States, under arrangements sponsored by the Government. The employment of labour in the United States ceased in 1966.

554. Public health. Medical and health services are the responsibility of the Ministry of Health. There are four main government hospitals, with more than

800 beds, including a new geriatrics hospital opened in 1965. In addition, there are several non-government medical institutions.

555. The death-rate was 7.9 per thousand in 1965 compared with 7.1 per thousand in 1964. The birth-rate was 33.1 per thousand compared with 35.8 per thousand in the previous year. The infant mortality rate was 42.3 per thousand live births (40.3 per thousand in 1964).

556. Recruitment of all medical professional staff, including the Medical Officer of Health, was completed during 1964-1965. Shortage of nursing staff below the rank of sister remained a problem. There were 50 (three part-time) government and 37 (two part-time) private registered physicians, and one private licensed physician. There were also 54 government nurses of senior training, 168 government and 95 private certified nurses and 54 government midwives of senior training. In late 1965 the Government approved a Flying Doctor Service, using chartered and scheduled flights to furnish regular medical attention for those settlements without such service.

557. Capital and recurrent expenditure on health services was estimated to be £1,446,092 in 1965, compared with £1,240,355 in 1964.

#### Educational conditions

558. Education is the responsibility of the Ministry of Education. It is compulsory between the ages of five and fourteen years. The number of schools, children and teaching staff for the school year ending August 1965 were as follows:

<u>Primary schools</u>	<u>No. of schools</u>	<u>Children enrolled</u>	<u>Teaching staff</u>
Ministry schools	152 <sup>a/</sup>	17,657 <sup>b/</sup>	504
Private and denominational	63	9,452	384
<u>Secondary schools</u>			
Ministry schools	122 <sup>c/</sup>	5,580	133
Private and denominational			
Aided	3	751	64
Unaided	16	1,380	81

a/ Including all-age rural schools.

b/ Including pupils of secondary school age.

c/ Secondary sections of all-age schools were reclassified as separate schools in 1965.

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559. The Teachers Training Collège offers a regular two-year course for beginners and a one-year course for experienced but unqualified teachers; it is affiliated with the University of the West Indies.

560. For Bahamians who want to further their education at the university level a special relationship has been established with the University of the West Indies. Other Bahamians seek admission to institutions in the United Kingdom, the United States and Canada. The Government provides scholarships and bursaries tenable at universities and colleges abroad. The number of students studying abroad during the school year ending August 1965 was: 161 in the United Kingdom, 17 in Canada, 66 in the United States, one in Europe and 13 in the West Indies. Forty government scholarships and ten Commonwealth bursaries were awarded during this period.

561. The estimated recurrent expenditure on education was £1,318,356 in 1965; the actual capital expenditure was £442,142.

F. TURKS AND CAICOS ISLANDS<sup>40/</sup>

General

562. The Turks and Caicos Islands are geographically part of the Bahama Islands. The group extends for a distance of seventy-five miles from east to west and fifty miles north to south. The land area is estimated at 169 square miles (430 square kilometres). Six islands of the group are inhabited.

563. The estimated population as of 31 December 1964 was 6,628.

Constitution

564. The present Constitution is contained in the Turks and Caicos Islands (Constitution) Order in Council of 29 October 1965, which revoked the Order in Council of 1962, and came into effect on 5 November 1965. The revocation of the 1962 Order in Council was necessary for technical reasons.

565. The 1965 Constitution remains the same as that of 1962, with two amendments. The first amendment provides that the Governor of the Bahamas shall also be Governor of the Turks and Caicos Islands. The second makes provision for appeals from the courts of the Turks and Caicos to lie in the Bahamas Court of Appeal rather than in that of Jamaica.

566. The main provisions of the Constitution were set out in the report of the Special Committee to the General Assembly at its nineteenth session (see A/5800/Add.7, chap. XXIV, C, paras. 59-66). For ease of reference they are summarized below.

567. Administrator. The Administrator, who is appointed by the Queen, exercises his functions according to instructions given to him by Her Majesty or by the Governor. He is required to consult the Executive Council on all important matters within the scope of his responsibilities. He may act otherwise than in accordance with the advice given to him by the Executive Council, but when he does so he must report to the Queen, through the Secretary of State and the Governor, with the reasons for his action. The Governor may, when he is present in the Islands, perform any of the functions conferred upon the Administrator.

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<sup>40/</sup> The information presented in this section has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter on 16 February 1967, for the year ended 31 December 1965.

568. Executive Council. The Executive Council, which consists of six members (two elected, one nominated and three official, including the Administrator, who presides), is the main executive authority in the Islands. As a first step towards ministerial government, the two elected members have been appointed members concerned, respectively, with public works and social services and with trade and production.

569. Legislative Assembly. The Legislative Assembly consists of nine elected members, two or three official members, and two or three nominated members appointed by the Administrator. The Administrator presides. The Legislative Assembly can legislate on all aspects of the Islands' affairs, subject to the assent of the Administrator. Legislation may be disallowed by the Queen.

#### Electoral system

570. The Legislative Assembly is elected every five years by universal adult suffrage. The last elections were held in September 1962. Voters must either have resided in the Islands for at least twelve months before the date of registration or be domiciled in the Islands and resident at that date.

#### Political parties

571. There are no political parties in the Territory.

#### Judiciary

572. There are three courts in the Islands: the Grand Court, the quarterly Petty Court and the Petty Sessions Court. In the absence of the appointment of a judge on the Islands, the stipendiary magistrate has jurisdiction as judge of the Grand Court, except in cases of capital offence. Appeal from the Grand Court lies to the Court of Appeal in the Bahama Islands.

#### Economic conditions

573. In 1965, imports were valued at £360,922 and exports at £44,424, compared with £300,768 and £47,173 in the previous year. The principal imports are food, beverages and manufactured articles, and the principal exports are salt, valued at £10,799 in 1965 (£12,603 in 1964 and £37,000 in 1963); crawfish, valued at £25,989 in 1965 (£25,778 in 1964 and £27,906 in 1963) and conch shells.

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574. The grant-in-aid from the United Kingdom amounted to £176,369 in 1965, compared with £159,116 in 1964. The principal sources of revenue are from customs dues and the sale of stamps, which amounted to £50,718 and £9,137, respectively, in 1965.

At the end of 1965, Barclays Bank D.C.O. had agreed to open a branch in Grand Turk.

575. Early in 1965, Mr. B.A.W. Trevallion undertook a survey into the tourist potential of the Islands, and his proposals have been used as the basis for a plan which is being followed by the Government to develop tourism.

576. In June 1965 the Turks Head Inn, a ten-bed government hotel, was opened in Grand Turk, and during the year extensions were made to the Admirals Arms Hotel, a privately owned hotel in South Caicos.

#### Social conditions

577. Prices of basic food-stuffs are high, as very little food other than fresh fish is provided locally.

578. Labour. It was noted in the Special Committee's report to the General Assembly at its twenty-first session that at the end of 1964 salt production, which was no longer economic, was closed down in the Islands of Grand Turk and South Caicos but continued on a reduced scale in Salt Cay - primarily to provide work for the inhabitants who had no alternative source of income (see A/6300/Add.10, chap. XXII, para. 291). Other sources of employment are provided by the two United States bases on Grand Turk and by the crawfish and conch industry in South Caicos. A number of the young men from the Islands continue to find work in various shipping companies (sixty persons in 1965 with National Bulk Carriers, Inc., N.Y.) and young persons of both sexes seek work in the Bahamas (120 persons were employed in 1965 at Freeport, and in lumber camps at Abaco and Inagua).

579. There is only one registered trade union in the Territory - the St. George's Trade Union in Cockburn.

580. Public health. The medical services within the Turks and Caicos Islands are under the control of the Government Medical Officer stationed in Grand Turk where there is a sixteen-bed hospital. In 1965 there were two government registered physicians and one dentist, seven government and five private nurses of senior training, three midwives of senior training, nine partially trained midwives and one sanitary inspector.

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581. In 1965, the death-rate in the Islands was approximately 8.66 per thousand of the population. The highest percentage of deaths is still amongst infants under the age of one year. The general standard of health during the year was good, and there were no epidemics. Gastro-intestinal diseases continued to be the most common in the Islands owing to the difficulty of ensuring that the water supply, which is mainly rain water collected in tanks, is kept pure.

582. Government recurrent expenditure on medical and public health in 1965, including the cost of staff, was £26,638 (13 per cent of total government recurrent expenditure), compared with £22,321 in 1964 (11.3 per cent).

#### Educational conditions

583. Education is free throughout the Territory and compulsory for all children between the ages of seven and fourteen years in the Islands of Grand Turk, Salt Cay and South Caicos. There is a primary school in each of the thirteen settlements within the Islands, and a secondary school is situated in Grand Turk where the children are prepared for the Cambridge University Joint School Certificate and the General Certificate of Education, or the London University General Certificate of Education. In 1965 a commercial section was introduced, and by the end of the year work had started on the construction of a technical wing of the school.

584. Government scholarships were awarded to pupils in the Outer Islands to enable them to attend the secondary school. Other scholarships were awarded from private sources.

585. Recurrent expenditure on education in 1965 was £29,288 (14 per cent of total government expenditure), compared with £22,026 in 1964 (11 per cent). In addition, Colonial Development and Welfare funds are provided for the training of teachers in the United Kingdom and Jamaica.

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G. CAYMAN ISLANDS<sup>41/</sup>

General

586. The Cayman Islands consist of Grand Cayman, Cayman Brac and Little Cayman (the latter two also being known as Lesser Caymans). The total area is about 100 square miles (259 square kilometres). Grand Cayman is located about 180 miles west-north-west of the westernmost point of Jamaica and 150 miles south of Cuba; Cayman Brac lies eighty-nine miles east-north-east of Grand Cayman and Little Cayman lies five miles west of Cayman Brac.

587. The population of the Cayman Islands was 7,622 in 1960, according to the census held that year. In 1966, it was estimated to be nearly 10,000.

Constitution

588. The present Constitution is set out in the Cayman Islands Order in Council of 29 October 1965, which came into effect on 5 November 1965. (This Order revoked the Order in Council of 1962 but re-enacted its provisions. This was necessary for technical reasons.) The main provisions of the Constitution are set out below.

589. Administrator. The Administrator is appointed by the Queen and is the head of the administration. He is empowered to make laws with the advice and consent of the Legislative Assembly; legislation may be disallowed by the Queen. In the exercise of his functions, the Administrator is required to consult the Executive Council on all important matters. Should he act contrary to its advice, he must report to the Queen through the Secretary of State.

590. Executive Council. The Executive Council is presided over by the Administrator and consists of two elected members, chosen by the Legislative Assembly from among its elected members, two official members, and one nominated member appointed by the Administrator. The Executive Council is the main executive authority in the Islands. As a first step towards ministerial government, the two elected members and the nominated member have been appointed as members responsible for finance and development, social services and works and communications.

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<sup>41/</sup> The information presented in this section has been derived from published reports. Also used in the preparation of this paper is the information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter on 13 June 1966, for the year ended 31 December 1965.

591. Legislative Assembly. The Legislative Assembly is presided over by the Administrator and consists of twelve elected members, two or three official members, and two or three nominated members appointed by the Administrator. The Legislative Assembly may legislate on all aspects of the Islands' affairs, subject to the assent of the Administrator. As noted above, legislation may be disallowed by the Queen.

#### Electoral system

592. Persons qualified to vote are those who are British subjects, over twenty-one years of age and who have either resided in the Islands for at least twelve months before the date of registration or are so domiciled in the Islands and are resident there on that date. Elections are held every three years. At the last general election, held on 16 November 1965, the Christian Democratic Party gained four seats, the National Democratic Party one seat and the Independents seven seats.

#### Political parties

593. The two political parties known to be active in the Islands are the Christian Democratic Party (CDP) and the Cayman National Democratic Party (CNDP). The latest information available on political developments is contained in the report of the Special Committee to the General Assembly at its twenty-first session (see A/6300/Add.10, chap. XXII, annex, paras. 189-199).

#### Judiciary

594. The courts of law in the Cayman Islands consist of the Grand Court of the Islands, the quarterly Petty Court and the Petty Sessions Court. A stipendiary magistrate deals with cases in the two Petty Courts, and in the absence of an appointed judge he also has jurisdiction as judge of the Grand Court in all cases except those of capital felony. Decisions of the Grand Court are subject to appeal to the Court of Appeal for Jamaica, and thence to the Privy Council.

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Public service

595. There were 159 public service officers in 1965. Of this number, 148 were local officers and eleven were overseas non-pensionable officers.

Economic conditions

596. The economy of the Territory continues to depend mainly on the wages earned by Cayman Islands seamen. Another significant factor in the Islands' economic development is the expansion of tourist trade. An estimated 4,437 tourists visited the Islands in 1965, compared with 3,319 in 1964. Other industries include the manufacture of thatch rope, and turtle and shark fishing. In 1965 an agricultural expert from the United Nations visited the Islands at the request of the Government to advise on agricultural development.

597. The New Banks and Trust Companies Law was passed by the Assembly. It was felt to be necessary for the good name and reputation of the Cayman Islands, which hitherto had had no banking law and no taxation. This Act was strongly resisted by the local lawyers, who argued that it would seriously impair the attractiveness of the Cayman Islands to international banks.

598. The value of imports amounted to £1,157,156 in 1965, compared with £958,120 in 1964. Exports were valued at £21,438 in 1965, compared with £31,900 in 1964.

599. The principal imports are food-stuffs, textiles and fuel oil. The principal exports are turtles and turtle products, rope and shark skins. Approximately two thirds of the trade of the Islands is with the United States of America. Sugar, coffee, cement, liquor, kerosene and condensed milk are imported almost exclusively from Jamaica.

600. Government revenue is mainly derived from the sale of postage stamps and from import duties. These together represent over 70 per cent of the Government's annual ordinary revenue. In 1965, the estimated revenue was £516,689 and expenditure £528,384, compared with £299,856 and £296,606, respectively, in 1964.

601. In 1963, the index of retail prices in Georgetown, Grand Cayman, was 116, taking the figure for 1959 as 100. It was based on a limited range of commodities used for comparison.

Social conditions

602. Labour. One trade union is registered in the Cayman Islands - the Global Seaman's Union. Membership is not restricted to Cayman Islands seamen, but almost all Caymanians serving on United States ships are members. There are about 6,100 members, of whom one third are Cayman Islanders.

603. Public health. The medical services in the Cayman Islands are under the control of the Government Medical Officer stationed in Grand Cayman. The average death-rate in the Islands is 7.6 per thousand. The principal causes of death are hypertension, respiratory diseases, senility and diseases of early infancy. The highest death-rate (25.9 per thousand live births) is found in infants of one year of age and under. Government expenditure on medical and public health in 1965 was £41,947 (14.2 per cent of total government expenditure), compared with £38,637 (13.0 per cent) in 1964.

Educational conditions

604. The educational system of the Islands is under the control of the Board of Education, of which the Administrator is chairman. Primary education is free and compulsory for all children between the ages of seven and fourteen. During 1965, eleven government primary schools, one secondary modern and one secondary grammar school were in operation. In addition, there were a number of church-sponsored schools. Many of the teachers in the Cayman Islands are recruited from Jamaica. The recurrent expenditure on education in 1965 was £47,553 (16.0 per cent of government recurrent expenditure), compared with £42,354 (14.3 per cent) in 1964.

## H. FALKLAND ISLANDS (MALVINAS)<sup>42/</sup>

### General

605. The Falkland Islands (Malvinas), situated in the South Atlantic, lie some 480 miles north-east of Cape Horn. The numerous islands of which they are composed cover 4,618 square miles (11,961 square kilometres). The Dependencies now consist of only South Georgia, the South Sandwich group and a number of smaller islands. Those territories south of latitude 60°S which were formerly part of the Falkland Islands Dependencies, namely, the South Orkney Islands, the South Shetland Islands and the Atlantic Peninsula, together with that sector of the Antarctic Continent lying between longitudes 20°W and 80°W were constituted a separate colony in 1962 under the name of the British Antarctic Territory.

606. The population of the Falkland Islands (Malvinas) excluding the Dependencies at 31 December 1965 was 2,079. With few exceptions, all were of European descent and most were of British origin. The population of the Dependencies fluctuates with the whaling season.

### Constitution

607. The present Constitution was introduced in 1949 and provides for a Governor, aided by an Executive Council and a Legislative Council. The Constitution was amended in 1951 to give for the first time a majority to the non-official members in the Legislative Council, and was amended again in 1955 and 1964. The Executive Council now also has a majority of non-officials.

608. The Governor, the Queen's representative, is the head of the administration of the Territory. In the exercise of his powers he is advised by the Executive Council. Generally, he acts in accordance with the advice he receives from the Executive Council and may only act against this advice in certain specific circumstances.

609. The Executive Council is composed of two unofficial members appointed by the Governor, two elected members of the Legislative Council and two ex officio members. The two elected members of the Legislative Council are chosen by ballot of the elected and independent members of the Legislative Council.

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<sup>42/</sup> The information presented in this section has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter, on 17 August 1966, for the year ended 31 December 1965.

610. The Legislative Council, presided over by the Governor, is composed of eight members, namely, the Colonial Secretary, the Colonial Treasurer (both ex officio members), two nominated independent members and four elected members. The four elected members are chosen by universal adult suffrage. General elections were held in 1964, and the next general election is due early in 1968.

#### Judiciary

611. The judiciary consists of a Supreme Court and a Court of Summary Jurisdiction, the former presided over by the Governor or Colonial Secretary and the latter by a bench of magistrates composed of two or more justices of the peace. On 1 July 1965, a Court of Appeal was set up for the Territory, sitting in the United Kingdom. The laws of the Territory are mainly based on English laws and precedents.

#### Local government

612. There is a Town Council in Stanley, consisting of six elected members and three members nominated by the Governor. Of the six elected members, three retire every two years and elections are held biennially for half the elected membership. The activities of the Council are financed mainly from rates and from grants from the central Government. Its responsibility consists of the normal range of local government services.

#### Political parties

613. The only political party in the Territory, the Falkland Islands Progressive National Party, was formed in August 1964.

#### Economic conditions

614. The economy of the Territory continues to depend almost entirely on the wool industry. Practically all revenue is derived indirectly from sheep-farming.

615. The external trade figures over the last few years are as follows:

(Value in thousand pounds)

<u>Year</u>	<u>Total exports</u>	<u>Wool exports</u>	<u>Imports</u>
1962	940	913	413
1963	1,078	1,054	503
1964	1,050	1,024	545
1965	1,026	1,004	514

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The United Kingdom and other Commonwealth countries absorb almost all of the Territory's exports and provide most of its imports (77 per cent in 1965).

616. Public revenue is derived mainly from companies tax, income tax, customs duties and the sale of postage stamps. The following table gives revenue and expenditure over the past few years for the Falkland Islands (Malvinas), excluding the Dependencies:

	(Value in thousand pounds)	
	<u>Revenue</u>	<u>Expenditure</u>
1962-1963	294	337
1963-1964	287	350
1964-1965	413	387

617. Expenditure by the Territory from Colonial Development and Welfare funds amounted to £7,405 in 1965, compared with £497 in 1964.

#### Social conditions

618. Labour. There is a general shortage of labour in the Territory. In 1965, 416 persons left the Territory and 359 arrived, compared with 356 and 297 respectively in 1964.

619. Public health. The Government Medical Department employs one senior medical officer and three medical officers, of whom one each is stationed in Stanley, Darwin in Lafonia and Fox Bay on the West Falkland. There is a 32-bed general hospital in Stanley. Total expenditure in 1964-1965 was £36,670, compared with £35,590 in 1963-1964. The recurrent medical expenditure in 1965 represented 10.71 per cent of the total recurrent expenditure of the Territory, compared with 11.21 per cent in 1964.

#### Educational conditions

620. In 1964-1965, the number of children receiving education in the Territory was 328, compared with 333 in 1963-1964. There is no system of higher education and no advanced secondary education. In 1965, thirteen travelling teachers were employed among the ninety-one children outside Stanley, Darwin and settlement schools. Education is free except at Darwin Boarding School where a boarding fee of £12 a year is levied.

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621. The Territory awards up to two scholarships annually to boarding schools in the United Kingdom. In 1964-1965, there were seven students from the Territory attending schools in the United Kingdom under this scheme. Recurrent expenditure on education in 1964-1965 was £44,178, representing 12.9 per cent of the total recurrent expenditure, compared with £44,204, or 13.9 per cent of the total expenditure in 1963-1964.



## I. BRITISH HONDURAS<sup>43/</sup>

### General

622. British Honduras lies on the Caribbean coast of Central America, bounded on the north and north-west by Mexico and on the south and south-west by Guatemala. Its land area is 8,866 square miles (22,563 square kilometres), which includes a number of islets lying off the coast. The estimated population at the end of 1964 was 104,450, consisting mainly of Creoles, American Indians (Maya) and Caribs.

### Constitution

623. The present Constitution came into force on 6 January 1964. The main provisions of this Constitution are set out below.

624. Governor. The Governor, who is appointed by the Queen, is required to act in accordance with the advice of ministers in all matters except those specifically excepted. Special responsibilities are reserved to him under the Constitution, namely, defence, external affairs, internal security and the public service. The Governor also has special responsibility in the sphere of finance for as long as the Government of British Honduras continues to receive budgetary aid from the United Kingdom.

625. Cabinet. The Cabinet consists of a Premier and other ministers who are appointed by the Governor on the advice of the Premier. The person likely to command the support of the majority in the House of Representatives is appointed Premier. Only members of the Legislature are eligible for appointment as ministers.

626. The Constitution provides for a Security Council and a Consultative Committee on External Affairs to advise the Governor and to enable ministers to familiarize themselves with matters for which they will ultimately assume responsibility.

627. Legislature. The Legislature, called the National Assembly, is bicameral and consists of a Senate and a House of Representatives.

628. The Senate consists of eight members appointed by the Governor - five on the advice of the Premier, two on the advice of the leader of the opposition and one

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<sup>43/</sup> The information presented in this section has been derived from published reports. Also used in the preparation of this section has been the information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter on 29 December 1966 for the year ended 31 December 1965.

after such consultations as the Governor considers appropriate. A president is elected by the Senate either from among its members or from outside the Senate; a Vice-President, however, is elected solely from and by senators. The Senate has power to initiate legislation, other than financial bills, on which its powers of delay do not exceed one month. In respect of other bills the power of delay is limited to six months, provided the bill in question has been sent forward in two successive sessions.

629. The House of Representatives consists of eighteen members elected by universal adult suffrage. There are no nominated or ex officio members. The Speaker is elected by the House either from among its own members or from outside.

#### Political parties and electoral system

630. There are two political parties in the Territory: the People's United Party (PUP) and the National Independence Party (NIP). The PUP, with Mr. George Price, the Premier, as its leader, has been active in the Territory since shortly after the Second World War. The NIP, now led by Mr. Philip Goldson, came into being in 1958 as the result of a merger between the Honduran Independence Party and the National Party.

631. The main issue separating the two parties at the most recent general election, held on 1 March 1965, was the timing of independence. The NIP advocated that independence be delayed until the colony is economically viable; the platform of the PUP calls for independence within the next few years.

632. The Constitution requires the holding of a general election at intervals of not less than five years. Members of the House of Representatives are elected on the basis of universal adult suffrage. In the 1965 general election, the PUP won sixteen of the eighteen seats, the NIP the remaining two seats.

#### Judiciary

633. British Honduras has a Supreme Court which is a Superior Court of Record. Appeal lies in certain instances from the Supreme Court to the Judicial Committee of the Privy Council. There are also courts of summary jurisdiction which deal with criminal and quasi-criminal matters, and district courts which deal with civil matters.

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634. The judiciary consists of the Chief Justice, a puisne judge and two magistrates. Some district villagers have an alcalde (in effect, a headman) appointed by the Governor from among the villagers. Each alcalde has limited jurisdiction in criminal and civil matters.

635. The Constitution provides for a Judicial and Legal Service Commission which is responsible for advising the Governor on all matters relating to the appointment, removal and discipline of certain judicial officers. It consists of the Chief Justice as chairman, the puisne judge and the chairman of the Public Service Commission.

#### Public service

636. Provision is made in the Constitution for the establishment of a Public Service Commission, which consists of a chairman and four other members appointed by the Governor after consultation with the Premier. The Governor must consult with the Commission on matters relating to the appointment, removal and discipline of officers in the public service, including senior officers in the police force.

#### Economic conditions

637. Forests and low scrub cover almost 90 per cent of the total land area of the Territory and, in the past it was on forest products - logwood, mahogany, chicle, cedar, rosewood and pine that the economy was based. The export of mahogany was a major industry for nearly two centuries. The Territory is now turning to agriculture and forest products are now third after sugar and citrus in the export table.

638. In 1952, exports totalled \$BH6.1 million<sup>44/</sup> of which mahogany and other timber exports represented 46.4 per cent while citrus exports represented 13.1 per cent and sugar 1.0 per cent. Exports in 1964 amounted to \$BH19.9 million, the percentage of the main products being sugar 31.3 per cent, citrus products 21.4 per cent and mahogany and other timber 14.0 per cent.

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<sup>44/</sup> The Unit of currency is the British Honduras dollar which is equivalent to five shillings sterling or \$US.70.

639. Tate and Lyle, a British firm, have taken over the existing sugar factory and are building another at Tower Hill in the north. The new factory is expected to come into operation in 1967. This expansion, it is hoped, will increase the total annual output of sugar to 150,000 tons. Sugar production of 37,000 tons during 1964-1965 exceeded the record output of 33,591 tons during 1963-1964 by some 3,400 tons. The total estimated acreage under sugar cane was 22,893.

640. In 1965 the area under citrus was 8,664 acres (6,414 acres for oranges and 2,250 for grapefruit). Expansion of citrus fruit acreage is planned.

641. The value of timber products fell from \$BH3.1 million in 1964 to \$BH1.9 in 1965 owing to the closing of the resin-extraction plant.

642. Foodstuffs are also produced for home consumption, of which the most important are maize, red kidney beans and rice. Livestock continues to be increasingly important, especially in the Cayo and Belize Districts. The coastal waters provide ample supplies of fish for domestic needs and there is a well-established fishing industry which makes a substantial contribution to the economy. Processing establishments have been developed during recent years with a view to increasing exports to the United States of America - the largest potential market.

643. The Government's new seven-Year development plan, based on the United Nations Economic Survey Mission's report, was tabled in the Legislative Assembly in December 1963. It originally envisaged an expenditure of \$BH53 million, but this estimate has been revised in the light of prevailing circumstances, and is now \$BH48.5 million for the period 1964-1970. It is hoped that \$BH29.9 million will accrue from grants and \$BH17.9 from loans.

644. In its efforts to accelerate economic development, the Government has relaxed import duties on agricultural and industrial machinery and on animal feeds. It has also announced increased duties on numerous consumer goods. A programme to attract tourists has been initiated and government expenditure on the development of tourist facilities is expected to increase substantially.

645. The Government's ordinary budget continued to be grant-aided in 1965 to the extent of \$BH500,000. In addition to this assistance, the United Kingdom Government provided \$BH1.5 million for Colonial Development and Welfare schemes. Customs duties continued to be the main source of revenue, contributing as much as \$BH5.3 million out of a total of \$BH10.3 million. Total expenditure in 1965 was about \$BH10 million.

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646. As noted previously (A/6300/Add.10, chapter XXII, para. 319), the United Kingdom, Canada and the United States jointly sponsored an economic survey of British Honduras. On 1 November 1966, the report was published by the Ministry of Overseas Development. It recommends the establishment of a development agency for the Territory to co-operate with the existing development bank in maintaining the increase in the national income at 9 per cent per annum throughout the period 1967-1970. The Mission considers that the expansion of the economy has been due to the growth of the citrus and sugar industries brought about by the decline of forestry. It is further of the opinion that large-scale agriculture is now self-supporting, and concludes that future investment should be channelled into tourism and the processing industries.

#### Social conditions

647. Labour. During 1965, there was a reduction in employment opportunities owing to the closing of some businesses. Many of the people who lost their jobs, however, were able to find employment in the northern districts of the country owing to the construction of a large sugar factory and to expansion in sugar-cane planting. In general, there was a steady demand for many categories of workers. The manpower expert from the International Labour Organisation (ILO), who completed his mission at the end of 1965, subsequently issued a report on manpower assessment.

648. During the year under review, there were six strikes all in some phase of the sugar industry, resulting in a total loss of 1,900 man-days. Six collective agreements were negotiated between employers and trade unions during the year. There were ten registered trade unions in 1965 with a total membership of 3,657.

649. Public health. The Government maintains a general hospital, with 162 beds, in Belize City and small hospitals in each of the five districts, with a total of 142 beds. There is also a thirteen-bed private hospital in the capital. There are twenty government and mission rural dispensaries, each with a qualified rural health nurse in charge. Two health centres, a venereal disease clinic, an infirmary and a mental hospital are maintained by the Government in Belize City.

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Educational conditions

650. Education is compulsory between the ages of six and fourteen years. Primary education is free. In 1965, there were 26,723 pupils enrolled in 160 primary schools, compared with 26,322 in 1964. Secondary education is provided in sixteen fee-paying schools, all managed by various religious denominations. They are all fee-paying. The total enrolment in the secondary schools was 2,237, compared with 2,113 in 1964. The new education policy, approved by the Government in 1965, provides for the transfer of all children to secondary schools at the ages of eleven and twelve, and for the development of curricula and courses to meet the needs of children of varying abilities and interests. The Belize Technical College, a government institution, provides free technical education. There is no university in the Territory. Students desirous of taking post-secondary and university education must go abroad.

651. On the recommendation of the Educational Planning Mission of the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Belize Teachers' College was formed in 1965, with the aim of training a total of 160 teachers by the end of 1966.

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