



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

VOLUME III

GENERAL ASSEMBLY

OFFICIAL RECORDS : TWENTY-FIFTH SESSION

SUPPLEMENT No. 23 (A/8023/Rev.1)

UNITED NATIONS

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

VOLUME III

GENERAL ASSEMBLY

OFFICIAL RECORDS: TWENTY-FIFTH SESSION

SUPPLEMENT No. 23 (A/8023/Rev.1)



UNITED NATIONS

New York, 1973

NOTE

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

The report of the Special Committee is divided into four volumes. The present volume contains chapters VIII to XVI;* volume I chapters I to IV; volume II chapters V to VII; and volume IV chapters XVII to XXI; each volume contains a full table of contents.

For documents A/7200 and addenda and A/7623 and addenda, mentioned in the present report, see respectively: *Official Records of the General Assembly, Twenty-third Session, Annexes*, addendum to agenda item 23 (A/7200/Rev.1), and *ibid.*, *Twenty-fourth Session, Supplement No. 23* (A/7623/Rev.1).

* The present version of chapters VIII to XVI is a consolidation of the following documents as they appeared in provisional form: A/8023/Add.4 (part I); A/8023/Add.4 (part II) and Corr.1; A/8023/Add.5 (part I); A/8023/Add.5 (part II) and Corr.1; and A/8023/Add.6.

CONTENTS

VOLUME I

(Chapters I to IV)

Paragraphs

ABBREVIATIONS

LETTER OF TRANSMITTAL

Chapter

I. ESTABLISHMENT, ORGANIZATION AND ACTIVITIES OF THE
SPECIAL COMMITTEE

A.	Establishment of the Special Committee	1 - 10
B.	Opening of the Special Committee's meeting in 1970	11 - 37
C.	Organization of work	38 - 45
D.	Meetings of the Special Committee and its Working Group and Sub-Committees	46 - 71
E.	Consideration of Territories	72 - 73
F.	Question of the list of Territories to which the Declaration is applicable	74 - 77
G.	Matters relating to the small Territories	78 - 80
H.	Publicity for the work of the United Nations in the field of decolonization	81 - 87
I.	Elimination of all forms of racial discrimination: petitions from the peoples of the colonial countries	88 - 93
J.	Consideration of other matters	94 - 125
K.	Relations with other United Nations bodies and international institutions associated with the United Nations	126 - 154
L.	Relations with the Organization of African Unity	155 - 157
M.	Review of work	158 - 171
N.	Future work	172 - 181
O.	Approval of the report	182

CONTENTS (continued)

Chapter

Paragraphs

ANNEXES

I.	REVIEW OF WORK (1970): REPORT OF SUB-COMMITTEE II	
II.	PUBLICITY FOR THE WORK OF THE UNITED NATIONS IN THE FIELD OF DECOLONIZATION: FIFTY-THIRD REPORT OF THE WORKING GROUP	
III.	PUBLICATIONS AND DOCUMENTATION OF THE UNITED NATIONS: FIFTY-FOURTH REPORT OF THE WORKING GROUP	
IV.	LETTER DATED 30 NOVEMBER 1970 FROM THE PERMANENT REPRESENTATIVE OF THE PEOPLE'S REPUBLIC OF THE CONGO TO THE UNITED NATIONS, ADDRESSED TO THE CHAIRMAN OF THE SPECIAL COMMITTEE	
V.	LIST OF REPRESENTATIVES OF THE SPECIAL COMMITTEE	
II.	MILITARY ACTIVITIES AND ARRANGEMENTS BY COLONIAL POWERS IN THE TERRITORIES UNDER THEIR ADMINISTRATION WHICH MIGHT BE IMPEDING THE IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES	
A.	Consideration by the Special Committee	1 - 6
B.	Decision of the Special Committee	7
	ANNEX: REPORT OF SUB-COMMITTEE I	
III.	QUESTION OF SENDING VISITING MISSIONS TO TERRITORIES	
A.	Consideration by the Special Committee	1 - 11
B.	Decision of the Special Committee	12
IV.	IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES BY THE SPECIALIZED AGENCIES AND THE INTERNATIONAL INSTITUTIONS ASSOCIATED WITH THE UNITED NATIONS	
A.	Consideration by the Special Committee	1 - 12
B.	Decision of the Special Committee	13

ANNEXES

I.	REPORT OF THE SECRETARY-GENERAL	
II.	REPORT OF THE CHAIRMAN	

CONTENTS (continued)

VOLUME II

(Chapters V to VII)

<u>Chapter</u>	<u>Paragraphs</u>
V. SOUTHERN RHODESIA	
A. Consideration by the Special Committee	1 - 16
B. Decisions of the Special Committee	17 - 18
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	
VI. NAMIBIA	
A. Consideration by the Special Committee	1 - 11
B. Examination of petitions	12 - 15
C. Decisions of the Special Committee	16 - 17
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	
VII. TERRITORIES UNDER PORTUGUESE ADMINISTRATION	
A. Consideration by the Special Committee	1 - 16
B. Decision of the Special Committee	17

ANNEXES

- I. WORKING PAPERS PREPARED BY THE SECRETARIAT
- II. REPORT OF THE DELEGATION OF OBSERVERS FROM THE SPECIAL COMMITTEE TO THE INTERNATIONAL CONFERENCE IN SUPPORT OF THE PEOPLES OF PORTUGUESE COLONIES, HELD IN ROME, ITALY, FROM 27 TO 29 JUNE 1970

CONTENTS (continued)

VOLUME III

(Chapters VIII to XVI)

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
VIII. SEYCHELLES AND ST. HELENA (A/8023/Add.4 (Part I))		
A. Consideration by the Special Committee	1 - 8	2
B. Decision of the Special Committee	9	3
ANNEXES		
I. WORKING PAPER PREPARED BY THE SECRETARIAT		6
II. REPORT OF SUB-COMMITTEE I		29
IX. SPANISH SAHARA (A/8023/Add.4 (Part II))		
A. Consideration by the Special Committee	1 - 7	32
B. Decisions of the Special Committee	8 - 9	33
ANNEXES		
I. WORKING PAPER PREPARED BY THE SECRETARIAT		34
II. EXCHANGE OF LETTERS BETWEEN THE SECRETARY-GENERAL OF THE UNITED NATIONS AND THE PERMANENT REPRESENTATIVE OF SPAIN		40
X. GIBRALTAR (A/8023/Add.4 (Part II))		
A. Consideration by the Special Committee	1 - 4	42
B. Decision of the Special Committee	5	42
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT		43
XI. FRENCH SOMALILAND (A/8023/Add.4 (Part II))		
A. Consideration by the Special Committee	1 - 5	52
B. Decision of the Special Committee	6	53
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT		54
XII. FIJI (A/8023/Add.5 (Part I))		
A. Consideration by the Special Committee	1 - 7	66
B. Decision of the Special Committee	8	67
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT		68

CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
XIII. OMAN (A/8023/Add.5 (Part II, and Corr.1)		
A. Consideration by the Special Committee	1 - 5	108
B. Decision of the Special Committee	6	108
ANNEXES		
I. WORKING PAPER PREPARED BY THE SECRETARIAT		109
II. STATEMENT MADE BY THE CHAIRMAN OF THE SPECIAL COMMITTEE ON BEHALF OF THE MEMBERS OF THE SUB-COMMITTEE ON OMAN, AT THE 775TH MEETING, ON 29 OCTOBER 1970		119
XIV. GILBERT AND ELLICE ISLANDS, PITCAIRN AND THE SOLOMON ISLANDS: NIUE AND THE TOKELAU ISLANDS: NEW HEBRIDES: AMERICAN SAMOA AND GUAM TRUST TERRITORY OF THE PACIFIC ISLANDS: PAPUA AND THE TRUST TERRITORY OF NEW GUINEA, AND THE COCO (KEELING) ISLANDS (A/8023/Add.6)		
A. Consideration by the Special Committee	1 - 25	122
B. Decision of the Special Committee	26 - 27	126
ANNEXES		
I. AIDE MEMOIRE DATED 19 JUNE 1970 FROM THE CHAIRMAN OF THE SPECIAL COMMITTEE TO THE PRESIDENT OF THE TRUSTEESHIP COUNCIL		133
II. REPORT OF SUB-COMMITTEE II		135
III. WORKING PAPERS PREPARED BY THE SECRETARIAT		140
XV. BRUNEI (A/8023/Add.6)		
A. Consideration by the Special Committee	1 - 5	270
B. Decision of the Special Committee	6	270
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT		271
XVI. HONG KONG (A/8023/Add.6)		
A. Consideration by the Special Committee	1 - 4	279
B. Decision of the Special Committee	5	279
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT		280

CONTENTS (continued)

VOLUME IV

(Chapters XVII to XXI)

<u>Chapter</u>	<u>Paragraphs</u>
XVII. ANTIGUA, DOMINICA, GRENADA, ST. KITTS-NEVIS-ANGUILLA, ST. LUCIA AND ST. VINCENT	
A. Consideration by the Special Committee	1 - 6
B. Decisions of the Special Committee	7
ANNEXES	
I. WORKING PAPERS PREPARED BY THE SECRETARIAT	
II. REPORT OF SUB-COMMITTEE III	
XVIII. BAHAMAS, BERMUDA, BRITISH VIRGIN ISLANDS, CAYMAN ISLANDS, MONTSEERRAT, TURKS AND CAICOS ISLANDS AND UNITED STATES VIRGIN ISLANDS	
A. Consideration by the Special Committee	1 - 10
B. Decisions of the Special Committee	11
ANNEXES	
I. WORKING PAPERS PREPARED BY THE SECRETARIAT	
II. REPORT OF SUB-COMMITTEE III	
XIX. FALKLAND ISLANDS (MALVINAS)	
A. Consideration by the Special Committee	1 - 5
B. Decisions of the Special Committee	6
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	
XX. BRITISH HONDURAS	
A. Consideration by the Special Committee	1 - 4
B. Decisions of the Special Committee	5
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	
XXI. INFORMATION FROM NON-SELF-GOVERNING TERRITORIES TRANSMITTED UNDER ARTICLE 73 <u>e</u> OF THE CHARTER OF THE UNITED NATIONS	
A. Consideration by the Special Committee	1 - 9
B. Decision of the Special Committee	10
ANNEX: REPORT OF THE SECRETARY-GENERAL	

CHAPTER VIII
(A/8023/Add.4 (Part I))
SEYCHELLES AND ST. HELENA

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
A. CONSIDERATION BY THE SPECIAL COMMITTEE	1 - 8	2
B. DECISION OF THE SPECIAL COMMITTEE	9	3

ANNEXES

I. WORKING PAPER PREPARED BY THE SECRETARIAT	7
II. REPORT OF SUB-COMMITTEE I	30

CHAPTER VIII

SEYCHELLES AND ST. HELENA

A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 737th meeting, on 13 April 1970, the Special Committee, by approving the forty-seventh report of the Working Group (A/AC.109/L.623), decided, inter alia, to refer the Seychelles and St. Helena to Sub-Committee I for consideration and report.
2. The Special Committee considered this item at its 755th to 757th meetings, between 11 and 13 August.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2543 (XXIV) of 11 December 1969, as well as other resolutions of the General Assembly, particularly resolution 2592 (XXIV) of 16 December 1969, concerning twenty-four Territories, including the Seychelles and St. Helena, by paragraph 3 of which the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fifth session on the implementation of the present resolution".
4. During its consideration of this item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I below) containing information on action previously taken by the Special Committee and the General Assembly, as well as on the latest developments concerning the Territories.
5. At the 755th meeting, on 11 August, the Chairman of Sub-Committee I in a statement to the Special Committee (A/AC.109/PV.755 and Corr.1), introduced the report of that Sub-Committee on the Seychelles and St. Helena (see annex II below).
6. At the same meeting, statements on the report were made by the representatives of the Union of Soviet Socialist Republics and the United Republic of Tanzania (A/AC.109/PV.755 and Corr.1); at the 756th meeting, on 13 August, by the representatives of the United Kingdom of Great Britain and Northern Ireland, the United Republic of Tanzania, the Union of Soviet Socialist Republics, India and Syria (A/AC.109/PV.756 and Corr.1 and 2); and at the 757th meeting, on 13 August, by the representatives of the United Kingdom of Great Britain and Northern Ireland and the United Republic of Tanzania (A/AC.109/PV.757).
7. At the 757th meeting, the Special Committee adopted the report of Sub-Committee I concerning the Seychelles and St. Helena, and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members would be reflected in the records of the relevant meeting. These conclusions and recommendations are set out in paragraph 9 below.

5. On 20 August, the text of these conclusions and recommendations was transmitted to the Permanent Representative of the United Kingdom to the United Nations for the attention of his Government.

B. DECISION OF THE SPECIAL COMMITTEE

9. The text of the conclusions and recommendations adopted by the Special Committee at its 757th meeting, on 18 August 1970, to which reference is made in paragraph 7 above, is reproduced below:

(a) Conclusions

(1) The Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples notes that under the new constitutional arrangements for the Seychelles, agreed upon at the Constitutional Conference held in London in March 1970, the Government of the Territory will be vested in the Governor, with a Council of Ministers consisting of the Governor as its President, a Chief Minister, not more than four other ministers and three ex officio members, and a Legislative Assembly consisting of a Speaker, fifteen elected members and the ex officio members of the Council of Ministers. The Special Committee considers that although this step represents some progress in the process of self-determination, it is nevertheless inadequate to promote the process of complete decolonization in accordance with General Assembly resolution 1514 (XV) of 14 December 1960. After the introduction of the new constitutional arrangements, the key powers will continue to be concentrated in the hands of the Governor, and the administering Power, through the Governor, will retain full control in political, economic and other fields. These constitutional arrangements fall short of providing the transfer of power to the people of the Territory and their representatives in accordance with the Declaration on the Granting of Independence to Colonial Countries and Peoples.

(2) The Special Committee regrets to note that the administering Power failed to consult the people of the Seychelles directly on the new constitutional arrangements.

(3) The Special Committee notes that in the year under review there has not been any favourable change in the situation in St. Helena.

(4) The Special Committee regrets to note that the administering Power continues to violate the territorial integrity of the Seychelles. A statement by the Minister of Defence of the United Kingdom, on 3 December 1969, indicates that the so-called "British Indian Ocean Territory" remains available for the staging and construction of military facilities and operations by the United Kingdom and the United States Governments. This means that the administering Power has persistently refused to comply with the provisions of resolution 1514 (XV) and other relevant resolutions of the General Assembly, in particular resolution 2592 (XXIV) of 16 December 1969.

(5) The Special Committee notes that the economic situation in the two Territories remains unsatisfactory, in particular, there are problems of poverty and unemployment. However, it takes note of the conclusion of the economic aid mission of the administering Power that the Seychelles can in time become a

self-supporting country capable of providing a secure and satisfactory standard of living for all its people. It therefore expects the Territories not to continue to depend entirely on a few crops and external aid. It notes that the distribution of land is unfair and that the economy of the Territories is thereby affected. Since the Special Committee last examined the situation, the administering Power has not reported any progress in preventing the exploitation of the economy of the Territories by foreign interests, especially South African interests, in a way detrimental to the interests of the inhabitants.

(6) The Special Committee notes that the social situation in the Territories still leaves much to be desired. Further progress is required in the fields of public education, training of leaders and health.

(b) Recommendations

(1) The Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples again calls upon the administering Power to take concrete measures to enable the people of the Seychelles and St. Helena to exercise their rights to self-determination in accordance with the Declaration on the Granting of Independence to Colonial Countries and Peoples without further delay.

(2) It urges the administering Power to make the necessary arrangements in the Territories for the acceleration of the transfer of powers to representative organs elected on the basis of universal suffrage. In the case of the Seychelles, it considers that the forthcoming elections, to be held before the end of 1970, should be a first step towards this action.

(3) It reaffirms that any constitutional changes must be left to the people of the Territories, who alone have the right to decide the form of government they wish to adopt. It urges the administering Power not to impose a future status on these Territories that is not freely accepted by the population and to refrain from taking any measures incompatible with the Charter of the United Nations and with the Declaration on the Granting of Independence to Colonial Countries and Peoples.

(4) It again confirms that the detachment of a number of islands from the Seychelles by the administering Power, and the setting up of the so-called "British Indian Ocean Territory" with the purpose of establishing a military base in that Territory jointly with the United States of America, is incompatible with the Charter of the United Nations and the Declaration on the Granting of Independence to Colonial Countries and Peoples. It reiterates its decision that such actions are not in keeping with either the interests of the inhabitants or with those of the African continent or with international peace and security.

(5) It again calls upon the administering Power to respect the territorial integrity of the Seychelles and to return immediately to that Territory the islands detached from it in 1965.

(6) It calls upon the administering Power to safeguard the right of the peoples of the Territories to dispose of the natural resources of their countries and to take effective steps to prevent infiltration by foreign economic interests and the introduction of foreign settlers into the Territories, particularly those from South Africa.

(7) It reiterates its request that the administering Power should intensify its efforts to strengthen the economy of the Territories through the promotion of economic diversification and the introduction of land reforms, taking into account the urgent need to reduce the economic dependence of the Territories and to cope with the problems arising from the shortage of natural resources and skilled personnel.

(8) It calls upon the administering Power to promote social justice in the Seychelles and St. Helena and to accelerate progress in education and health.

(9) It again urges the administering Power to co-operate with the Special Committee in making arrangements for a visiting mission of the Committee to be sent to the Territories to obtain more detailed information in order to accelerate the process of self-determination.

(10) It requests the administering Power to submit timely, up-to-date information concerning the situation in the Territories.

ANNEX I*

I. WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY	1 - 11
B. INFORMATION ON THE TERRITORIES	12 - 98
1. SEYCHELLES	13 - 88
General	13
Political and constitutional developments	14 - 32
"British Indian Ocean Territory"	33 - 36
Economic conditions	37 - 65
Social conditions	66 - 76
Educational conditions	77 - 88
2. ST. HELENA	89 - 98
General	89
Constitutional developments	90
Economic conditions	91 - 94
Social conditions	95 - 96
Educational conditions	97
Dependencies of St. Helena	98

* Previously issued under the symbol A/AC.109/L.627.

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

1. The Territories of Seychelles and St. Helena have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning these Territories are set out in its reports to the General Assembly at its nineteenth to twenty-fourth sessions. ^{a/} The General Assembly's decisions concerning the two Territories are contained in resolutions 2069 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966, 2357 (XXII) of 19 December 1967, 2430 (XXIII) of 18 December 1968 and 2592 (XXIV) of 16 December 1969.
2. In June 1969, after considering the report of Sub-Committee I on the two Territories, the Special Committee adopted the conclusions and recommendations contained therein (see A/7623/Add.4 and Corr.1 and 2, chapter IX, section B).
3. By so doing, the Special Committee noted with regret that, since its last examination of the situation in the Territories, the administering Power had taken no significant additional steps to implement the Declaration on the Granting of Independence to Colonial Countries and Peoples in the Seychelles and St. Helena. Under the constitutional arrangements for the Seychelles, introduced by the administering Power in late 1967, extensive powers remained in the hands of the Governor. The Governing Council did not reflect fully the views of the people and still included nominated representatives. Moreover, its decisions were subject to approval by the Governor and could be overruled by him. A similar situation existed in St. Helena.
4. The Special Committee noted that during December 1968 and March 1969 there had been governmental crises in the Seychelles created by the withdrawal of elected members of the Governing Council from its meetings. The Seychelles People's United Party (SPUP) had decided to boycott public sessions of the Council, stating that "the present Constitution has been shown to be unworkable". The representatives of the Seychelles Democratic Party (SDP) had withdrawn in protest against certain measures taken by the Government. Furthermore, demonstrations had been held in the Territory to demand an end to colonial rule. The Special Committee also noted the information that a Minister of the United Kingdom Government would visit the Seychelles, possibly in the summer of 1969, to discuss ideas on future constitutional changes and other matters which the political parties or others wished to put forward.

a/ Official Records of the General Assembly, Nineteenth Session, Annexes, annex No. 8 (A/5800/Rev.1), chapter XIV; *ibid.*, Twentieth Session, Annexes, addendum to agenda item 23 (A/6000/Rev.1), chapter XIII; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XIV; *ibid.*, Twenty-second Session, Annexes, addendum to agenda item 23 (part III) (A/6700/Rev.1), chapter XIV; A/7200/Add.5, chapter XII; A/7623/Add.4 and Corr.1 and 2, chapter IX.

5. The Special Committee reiterated its appeal to the administering Power to enable the peoples of the Seychelles and St. Helena to exercise their right to self-determination, in accordance with the provisions of General Assembly resolution 1514 (XV) without further delay. It urged the administering Power not to impose upon the Territories a future status not freely accepted by the population, but to take the necessary steps to transfer powers to freely elected representatives of the peoples of the Territories.

6. The Special Committee noted with regret that the administering Power was continuing to violate the territorial integrity of the Seychelles. It reiterated its position that any plans by the United Kingdom of Great Britain and Northern Ireland and the United States of America for the construction of military bases in the so-called "British Indian Ocean Territory" would have the effect of heightening tension in Africa and Asia. It also reiterated its decision that any actions, whether on the part of the administering Power alone or in conjunction with another Power, to construct military bases in the so-called "British Indian Ocean Territory" were incompatible with the Charter and would lead to increased tension in Africa and Asia. It again urged the administering Power to respect the territorial integrity of the Seychelles by returning the islands detached from it in 1965.

7. The Special Committee noted that, owing primarily to insufficient diversification, the economy of the two Territories remained stagnant, and that among their main problems were poverty, unemployment and rising living costs. The economic situation in the Seychelles was aggravated by the unfair distribution of the land and the discontent of the workers. In the case of St. Helena, the economy still depended largely on servicing the establishments maintained by the United Kingdom and the United States. In both Territories, there had been increasing infiltration by foreign monopolies and settlers. The Special Committee expressed deep concern at the infiltration of South African interests into certain key economic sectors of the Territory of St. Helena, in the face of the repeated condemnation by the General Assembly of the activities of certain foreign economic interests in colonial Territories and the vehement protests made by the people of the Territory against such infiltration. The Special Committee noted the action taken by the administering Power in securing an agreement whereby the St. Helena Government would have a controlling interest in one of the companies concerned. At the same time, it drew attention to the fact that overriding powers rested not with the Government, but with the Governor, who was directly responsible to the United Kingdom Government. It was also concerned that South African interests would have a substantial share in the company. It considered that the exploitation by foreign interests of the economy of the Territories, particularly by interests based in South Africa, was detrimental to the genuine interests of the inhabitants.

8. The Special Committee called upon the administering Power to intensify its efforts to strengthen the economy of the Territories by promoting economic diversification and introducing land reforms, taking into account the urgent need to reduce the economic dependence of the Territories, and the problem arising from the shortage of natural resources and skilled personnel. It also called upon the administering Power to take more effective steps to prevent infiltration by foreign economic interests and settlers into the Territories, particularly those from South Africa, with a view to safeguarding the interests of the local population.

9. The Special Committee noted that no appreciable progress had been made in public education and health, and considered that the necessary action should be taken to ensure such progress. It urged the administering Power to take action to improve the social situation in the Territories, particularly to eliminate the vast economic gap between the rich and poor and between landowners and workers and to hasten progress in education and health.

10. Stressing again the importance of visits to the Territories by its missions, the Special Committee called upon the administering Power to enter forthwith into consultations with the Committee in order to make arrangements for a visiting mission to the Seychelles as soon as possible.

11. By its resolution 2592 (XXIV) of 16 December 1969, which concerned twenty-five Territories, including the Seychelles and St. Helena, the General Assembly, inter alia, approved the chapters of the report of the Special Committee relating to these Territories and requested the Special Committee to continue to pay special attention to the Territories and to report to the General Assembly at its twenty-fifth session on the implementation of the resolution.

B. INFORMATION ON THE TERRITORIES^{b/}

12. Information on the Territories is contained in the previous reports of the Special Committee. ^{c/} Supplementary information on recent developments is set out below.

1. SEYCHELLES

General

13. As from 3 November 1965, when three of its islands (that is, Aldabra, Farquhar and Desroches) were included in the "British Indian Ocean Territory", the Territory of Seychelles has comprised eighty-nine islands, having a combined land area of approximately 100 square miles and situated in the western Indian Ocean approximately 1,000 miles east of the coast of Kenya. The population of the Seychelles was estimated at 49,980 in June 1968, representing an increase of 1,280 since June 1967, and, at its present rate of growth, will reach 51,500 by 1970 and 60,000 by 1975.

Political and constitutional developments

(a) Present Constitution

14. Details of the present constitutional arrangements, which came into force in late 1967, are contained in document A/7200/Add.5, chapter XII, annex I, paragraphs 7-12. Briefly, the Government of the Seychelles consists of a Governor and a Governing Council with both executive and legislative functions. The Governor is empowered to enact laws with the advice and consent of the Council, subject to the retention by the Crown of the power to disallow or refuse consent. The Council now consists of the Governor, as president, and fifteen other members, eight of whom are elected by universal adult suffrage. At a general election, held on 12 December 1967, the Seychelles Democratic Party (SDP) won four seats; the Seychelles People's United Party (SPUP) won three; and one independent candidate was returned. Four committees of the Governing Council have been formed, each of which has an elected Seychellois majority and is responsible for the administration of groups of departments designated by the Governor. The Governor retains responsibility for such matters as defence, external affairs, internal security, the police and public service. He also retains control over certain financial matters in order to ensure the financial or economic stability of the Territory or to secure compliance with any conditions attached to financial grants made by the United Kingdom Government to the Seychelles Government.

^{b/} The information presented in this section is derived from published sources and from information transmitted to the Secretary-General by the United Kingdom under Article 73 ^e of the Charter for the year ending 31 December 1968.

^{c/} For the most recent information, see the Special Committee's reports to the General Assembly at its twenty-third and twenty-fourth sessions (A/7200/Add.5, chapter XII and A/7623/Add.4 and Corr.1 and 2, chapter IX).

(b) Views of the political parties on the future status of the Territory

15. It will be recalled (A/7623/Add.4 and Corr.1 and 2, chapter IX, annex I, paras. 16-33), that the two political parties which contested the general election in December 1967 differed not only in respect of the basic programmes which they advocated, but also in regard to the ultimate future of the Territory. Whereas the SPUP, led by Mr. F.A. René, favoured a form of association with the United Kingdom, the SDP, led by Mr. J.R. Mancham, sought the integration of the Seychelles into the United Kingdom. After the elections, differences between the two parties became increasingly marked, with the result that the representatives of both parties absented themselves from meetings of the Council during its second and third sessions, held in December 1968 and March 1969.

16. Following the third public session, which was not attended by the representatives of the SPUP on the grounds that "the present Constitution has been shown to be unworkable", Mr. René, leader of that party, stated in a radio broadcast, on 18 May 1969, that he was leaving the Territory on a private visit and that while away he would discuss all the problems which the people of the Seychelles were facing. In anticipation of further constitutional changes, he said that his party would demand self-government for the Seychelles. This meant that the people of the Seychelles would have the right to govern themselves, while the Territory would remain closely associated with the United Kingdom. The SPUP would press for an increase in the number of elected seats in the Governing Council from eight to fifteen and for the establishment of a system of government on the Westminster pattern with the majority party forming a government and with an official opposition. Mr. René said that external affairs, defence and certain financial matters should remain under the control of the United Kingdom Government. He believed that no development aid could be obtained from other countries until such time as the Seychelles attained self-government.

17. During June and July 1969, Mr. Mancham and Mr. René made separate private visits to London in the course of which they had discussions with Lord Shepherd, Minister of State, and officials of the Foreign and Commonwealth Office concerning the future status of the Territory. No official communiqués were issued at the conclusion of these talks, but it was announced in Parliament that Lord Shepherd would soon visit the Territory to discuss constitutional matters with the leaders of the Seychelles. The position of the United Kingdom Government, it was stated, was that the wishes of the Seychellois must be the main guide in considering the Territory's future status.

18. In various statements to the press during and after their visits, both leaders made it clear that there had been no fundamental change in their views on the future status of the Territory. In a letter published in The Times (London) of 16 July, Mr. Mancham appealed to the United Kingdom Government not to insist upon independence for the Territory as it was neither meaningful in the circumstances of the Seychelles nor desired by its people. He added that the United Nations could ascertain the wishes of the Seychellois by a referendum if it so desired.

19. In subsequent statements he reiterated his party's support for integration with the United Kingdom and its opposition to associated status, the declared objective of the SPUP. Referring to the United Kingdom Government's position that the wishes of the Seychellois must be the main guide in considering the Territory's status (see para. 17 above), he urged all the people of the Territory to join together and ask for integration. He stressed the benefits which, he said, the Seychelles would derive from the United Kingdom's entry into the European Economic Community (EEC) and consequent association of the Territory with EEC.

(c) Visit by the Minister of State to the Territory

20. Lord Shepherd, Minister of State in the Foreign and Commonwealth Office, visited the Territory from 18 to 26 September 1969 for discussions with the Governor, members of the Governing Council and other leading Seychellois on Seychelles affairs generally, including constitutional matters.

21. In a radio broadcast delivered at the conclusion of his visit, Lord Shepherd noted that there was uncertainty in the Territory concerning the question of independence. In this connexion, he reaffirmed the statement of United Kingdom policy on the constitutional future of its dependent Territories made at the opening of the Bahamas Constitutional Conference, namely that "the wishes of the people concerned must be the main guide to action", and that the United Kingdom Government desired neither to delay independence for those dependencies which wanted it nor to force it upon those who did not. He added that during his stay in the Seychelles he had met no one who pressed for independence.

22. Referring to the proposals put forward by the two political parties concerning a new constitutional relationship with the United Kingdom, Lord Shepherd said that a decision of this kind could not be taken without considering all the British dependent Territories and its implications for them. He said that it might be necessary and desirable at some future date to consider afresh the relationship between the metropolitan country and its remaining dependencies, but that that time had not yet come.

23. Lord Shepherd stated that his Government had been deeply concerned when in recent months it had heard suggestions that the present Constitution of the Seychelles introduced in 1967 was not working well and should be altered. After discussions with the leaders of political parties and the Governing Council on the current situation, it was with regret that he recognized the strength in the views presented to him on the need for change in the present Constitution. Therefore, he had told the Governing Council that should it pass a formal resolution requesting the introduction of a Westminster model constitution, the United Kingdom Government would be prepared to call a conference in London in early 1970 to consider with members of the Governing Council what form such a constitution should take. At the same time he had made clear the view of his Government that the circumstances which in 1967 had required the entrustment to the Governor of the Seychelles of special powers and the participation of officials in the Council had not changed, and that it would be required that in any new Westminster-type Council the powers currently held by the Governor would remain as they were at present. He hoped that whatever new constitutional forms might be devised, the first priority would still be given to the advance of the economic prosperity and political stability of the Territory. He also hoped that he had made clear his view that important though constitutional matters might be, they were less significant than the economic and social foundations on which the structure of any constitution must rest.

(d) Motion adopted by the Governing Council

24. On 2 December 1969, the Governing Council held its fourth public session, which was attended by all except one elected member who was away from the Territory. The Council adopted the following motion introduced by Mr. Mancham:

"This Council considers, after nearly two years' experience of the present Constitution, that the single council with committees system of government which came into being under the Seychelles Order 1967 has not proved workable and that Her Majesty's Government should now be asked to introduce a new constitution to allow the establishment of a system of government with Executive and Legislative Councils, and with Ministers in a majority in the Executive Council drawn from and responsible to the Legislative Council."

e) Constitutional Conference of 1970

25. A conference on the Seychelles Constitution, presided over by Lord Shepherd, was held in London from 9 to 13 March 1970. The Seychelles delegation consisted of the Governor and the elected members of the Governing Council. A nominated member of the Council also attended the conference as an observer.

26. At the first plenary meeting, Lord Shepherd said that the conference was a direct consequence of the motion adopted by the Governing Council on 2 December 1969. Briefly, the centre of the problem was to devise a constitution which would reflect the continuing responsibilities of the United Kingdom Government through the Governor of the Seychelles for the good government and development of the Territory, and which would allow the association, in that task, of elected representatives of the people of the Seychelles in a manner more effective than the present Constitution had allowed. The fact that the proposed main heads of the new constitution had already been agreed in the Governing Council should greatly ease the deliberations at the conference.

27. At the same meeting, Mr. Mancham said that the SDP demanded that the Seychelles should eventually form an integral part of the United Kingdom with the same political status as the Channel Islands and the Isle of Man. Mr. René (SPUP) said that, although he believed that the Territory must retain very close links with the United Kingdom, the time had come when the Seychellois could run their own affairs under the guidance of the United Kingdom Government.

28. At the final plenary meeting on 13 March, Lord Shepherd said that by concentrating on essentials, the conference had successfully tackled the centre of the problem before it. Recalling that Mr. Mancham had raised the question of a new relationship between the United Kingdom and the Seychelles, Lord Shepherd reiterated the statement thereon made during his recent visit to the Territory (see paragraph 21 above).

29. Mr. Mancham said that the SDP pledged itself to make the new Constitution agreed upon at the conference a success. However, he stressed that for the people of the Seychelles this Constitution would remain incomplete until their aspirations to become an integral part of the United Kingdom were fully and finally realized.

30. Mr. René (SPUP) said that he was pleased that the conference had found a formula acceptable to all concerned. He pointed out that the people of the Territory were eager to know what their final status would be, and wished that they and the United Kingdom Government might be able to take a decision thereon within the five years that the new Constitution would run.

31. The United Kingdom Foreign and Commonwealth Office stated in a press release issued on 15 March that under the new constitutional arrangements for the Territory agreed upon at the conference, the Seychelles Government would be vested in a Governor, with a Council of Ministers and a Legislative Assembly. The Council of Ministers would consist of the Governor, as its President, a Chief Minister, not more than four other ministers and three ex officio members (a Deputy Governor, Attorney-General and Financial Secretary). Members of the Council would be entrusted with portfolios covering the range of government business, excepting those subjects which would be within the direct responsibility of the Governor (i.e., external affairs, defence, internal security, the public service and the government broadcasting service and newspaper). The Legislative Assembly would consist of a Speaker, fifteen elected members (directly elected in eight electoral areas) and the ex officio members of the Council of Ministers. The life of the Assembly would normally be five years unless dissolved earlier.

32. Provision would also be made for a public accounts committee of the Legislative Assembly and for an advisory committee to assist the Governor in the discharge of his responsibilities for the government publicity media. It was planned to introduce the agreed new system of government and hold general elections in the Seychelles before the end of 1970.

"British Indian Ocean Territory"

33. Information concerning the "British Indian Ocean Territory" prior to March 1969 is contained in document A/7623/Add.4 and Corr.1 and 2, chapter IX, annex I, paragraphs 37-40.

34. Briefly it will be recalled that under a United Kingdom Order in Council dated 8 November 1965, three of the ninety-two islands and atolls comprising the Seychelles (namely, Aldabra, Farquhar and Desroches) were administratively detached from the Territory and, together with the Chagos Archipelago, formerly part of Mauritius, were set up as a separate administrative unit entitled the "British Indian Ocean Territory". According to the administering Power, this arrangement was made with the consent of the Governments of Mauritius and Seychelles, which were to be compensated for the loss of the islands and atolls. In the case of the Seychelles, it was agreed in 1965 that the United Kingdom would compensate the Seychelles Government by paying the cost of constructing an international airport on Mahé, which was begun late in 1968. The purpose of the above-mentioned arrangement was to make the islands available for the construction of military staging facilities by the United Kingdom and the United States Governments. However, although these two Governments entered into an agreement in 1966 for the joint use of any military facilities which might be constructed in the "British Indian Ocean Territory", the United Kingdom Government subsequently announced that it had decided not to utilize the "Territory" as a staging area and had no plans to establish any military installations there.

35. In February 1969, Mr. Mancham, leader of the SDP, expressed disagreement with the position taken by the representatives of the United Kingdom and the United States at the United Nations in regard to the "British Indian Ocean Territory". He explained that his disagreement was not related to the proposed joint military use of Aldabra, Farquhar and Desroches by the United Kingdom and the United States, but to their detachment from the Seychelles. He stated that when the former Legislative Council had been asked to consent to their inclusion in the "British Indian Ocean

Territory", his party had given its approval on the understanding that it would involve only a change of administrative arrangements and would not affect the status of the islands, which his party regarded as an integral part of the Seychelles. He further stated that his party had stood for integration with the United Kingdom and had not objected to the use of these islands for military purposes, provided that the United Kingdom maintained its responsibility for the whole Territory of the Seychelles. Later, The People, a news organ of the SPUP, stated editorially that while opposing the integration of the Seychelles into the United Kingdom, it nevertheless agreed that the three islands of the Territory included in the "British Indian Ocean Territory" belonged to the Seychellois.

36. On 3 December 1969, Mr. Roy Hattersley, Minister of Defence, stated in reply to questions in the United Kingdom House of Commons that the "British Indian Ocean Territory" remained available for the construction of defence facilities by the United Kingdom and the United States Governments under an agreement reached in 1966. Whether or how the "Territory" would be used was a matter being kept under review by the two Governments. Mr. Hattersley stressed the importance of having this group of islands at the disposal of the United Kingdom should they be needed for the purpose originally envisaged.

Economic conditions

(a) General

37. As previously noted (A/7623/Add.4 and Corr.1 and 2, chapter IX, annex I, para. 41), the Territory specializes in the production of a few agricultural commodities for export, and depends heavily on imported goods for satisfaction of local requirements. The concentration on export crops has resulted from the distribution of land in relatively large holdings. Fifty-six proprietors hold two thirds of the commercial agricultural land of the Seychelles.

38. Most of the cultivated land is devoted to the production of coconuts, the chief crop. Receipts from copra, mainly sold to India, have been adversely affected by falling prices in recent years. However, the situation was alleviated in 1968 when, for the first time, the value of crop exports from the Territory exceeded Rs.13.3 million d/ (£1 million). Exports of cinnamon bark reached a record total of Rs.7.5 million and for the first time its value overtook that of copra (Rs.6.1 million). Rising labour costs have made the harvesting of cinnamon leaf unprofitable, leading to a further concentration on cinnamon bark. Exports of vanilla decreased markedly owing to the widespread prevalence of fusarirose disease in the main vanilla-producing areas. Little patchouli oil and dry leaf were exported. The tea industry continued to make progress and was expected to furnish about 500,000 pounds of good quality tea for export when the planned acreage had matured. The fishing industry remains for the most part under-developed, almost the entire catch going for local consumption.

39. In 1968, the Territory's total external trade was Rs.50 million, an increase of Rs.14 million over the previous year. Imports were valued at Rs.25 million in 1967 and Rs.34 million in 1968; exports totalled Rs.11 million and Rs. 16 million respectively.

d/ The Seychelles rupee is valued at 1s.6d. sterling, or \$US 0.18.

40. In an article published in its monthly Review for August 1969, the Standard Bank Limited, which has recently established a branch in the Territory, stated that the necessity of importing a large proportion of the Territory's food-stuffs, mineral fuels, manufactured goods, machinery and transport equipment provided an indication of the nature and extent of the problem confronting the Seychellois. Imports were on an open general licence (except for the socialist countries) with preferential tariffs for the Commonwealth and South Africa. Thus, the main sources of supplies were the United Kingdom, other Commonwealth countries and South Africa. The usual deficit on the balance of trade (a direct result of the past inability of agricultural exports to keep pace with total imports) was normally offset by aid from the United Kingdom, land purchases by foreigners, spending by personnel from the United States Tracking Station on Mahé and remittances from emigrants. The Bank stressed, however, that since the devaluation in November 1967 of the British pound, with which the Seychelles rupee had been linked, it had been difficult to compensate for rising costs of imports by an increase in exports. It felt that the latest round of wage increases, which began with the increases paid to unestablished government workers (see paragraph 39 below), would probably have a further harmful effect on the balance of payments through an increase in imports.

41. Reviewing the Territory's economy as a whole, the article stated that there was an urgent need for new development capital and that the Territory's future prosperity required economic diversification, which would be possible on completion of the Mahé airport, and a consistent, well-defined development policy on the part of the Government.

(b) Development plans

42. A development plan for the period from 1966 to 1969, which was almost entirely financed by the United Kingdom, provided for an estimated expenditure of some Rs.18 million (excluding the cost of the Mahé airport project), only Rs.7 million less than the sum spent in the twenty years prior to 1965. The main objective of the plan was to increase agricultural products for local consumption in order to reduce the Territory's dependence on imports. The Government has also been seeking to encourage tourism and related activities in anticipation of the completion of the international airport on Mahé scheduled for 1971. A new development plan is being prepared, taking into account the recommendations of the economic aid mission referred to below.

43. In statements to the United Kingdom House of Commons made in June and July, Mr. William Whitlock, Under-Secretary of State for Foreign and Commonwealth Affairs, said that the Mahé airport project, costing over £5.25 million, was separate from and additional to the normal quota of aid for the Seychelles. He considered that the Seychelles should not become wholly dependent on tourism following the completion of the project and that steps should be taken to promote industrial development in the Territory. Concerning the need to assist the fishing industry, he said that additional measures required were being studied. The Seychelles Government was already preparing schemes for the construction of a cold store for fish in Victoria, the capital, and for the purchase and operation of a long-range fishing boat to act as an escort vessel to smaller boats used by local fishermen and to supply fish to the cold store.

44. After pointing out that the Seychelles had received aid from the United Kingdom totalling \$937,000 in 1968/69, Mr. Whitlock announced that an economic aid mission would be sent to the Territory to consider, with the Seychelles Government, the following matters: (a) future development policy, (b) the level and form of United Kingdom financial aid during the next four years; and (c) the ways in which this aid could be applied most effectively. The mission, consisting of officials of the Ministry of Overseas Development, visited the Territory from 4 to 26 September. The results of the mission are further discussed in paragraphs 47-50 below.

45. In a statement issued on 6 September, the SDP said that it expected that the United Kingdom Ministry of Overseas Development would have a positive interest and stake in all aspects of development in the Territory for so long as the latter remained closely linked to the United Kingdom. On the same day, the Seychelles Weekly, a news organ of the SDP, said editorially that it was right and proper to expect the United Kingdom Government to do everything in its power to develop the Territory, thus enabling the Seychellois to become self-sufficient and attain a higher standard of living. It was suggested that the mission should give consideration to the following projects: (a) terminal buildings at the Mahé airport, (b) a dual carriageway from Victoria to the airport, (c) improvements to the area of the Port of Victoria (including, in particular, a deep-water quay, roads and public buildings), (d) improvements to the roads serving areas already declared tourist centres; (e) conservation of water and water supply (including the expansion of the existing major schemes at Cascade, South and North Mahé), (f) provision of improved educational and training facilities; (g) houses for the poor, particularly in the slum areas of Victoria, and (h) hotel development. The cost of these projects was estimated at £20 million.

46. Speaking on the Seychelles radio during his visit, which coincided with that of the economic mission, Lord Shepherd gave an assurance that the mission's findings would be given the highest priority by the United Kingdom Government.

(c) Report of the economic aid mission to the Seychelles

47. In its report, the mission stated that it was convinced that the Seychelles could in time become a self-supporting country capable of providing a secure and satisfactory standard of living for all its people. With the new international airport on Mahé due to open in 1971, the mission recognized that the Seychelles economy had reached a critical point where a substantial increase in its rate of growth was now needed to enable the potentially large indirect benefits of the airport to be realized through the development of a flourishing tourist industry. The mission therefore recommended the provision of aid to finance a large and comprehensive public investment programme over the next five years. As consultants and experts would be needed to help design and carry out the various development projects, the mission further recommended that aid should be provided for an extensive technical assistance programme.

48. On the basis of the mission's report, the United Kingdom Government agreed to make substantial aid funds available to the Territory. It decided to finance, at considerable cost, a scheme of port development and land reclamation at Victoria, the capital and main port. It was also examining other major investment projects recommended by the mission, which included the Cascade water supply system and the construction of low-cost housing at the rate of about 200 per year.

49. The mission stated that development must benefit all the people of the Seychelles and that the success of the tourist industry would rely upon the maintenance of the political and social stability that came from a more equitable distribution of the benefits of economic development. The growth of the Territory's economy would depend fundamentally on: (a) higher export earnings from agriculture, especially from the production of copra which, in the mission's view, could be substantially expanded through more efficient production; (b) greater output of food for local consumption, and (c) a very considerable increase in net foreign exchange earnings from tourism, meaning tourist expenditure on locally produced food and other goods and services. The mission felt that tourism would provide the main impetus to economic growth, but that the foundation of the growth would still be agriculture. It was therefore to the promotion of agricultural development that many of the mission's recommendations were directed.

50. The mission also recommended the adoption of new fiscal policies aimed at providing sufficient inducement to foreign investors, while ensuring that an adequate share of the benefits of these investments accrue to the people of the Seychelles. It believed that private investment and external aid would not alone ensure development, unless the Seychellois made good use of it, and that the most urgent need was for higher labour productivity, brought about by better co-operation between employees and their trade unions and the management of efficient enterprises. Thus, the mission strongly recommended assistance for technical education and training which would give Seychellois workers the opportunity to develop their capacities.

(d) Development of the tourist industry

51. In early 1969, it was reported that following the commencement of work on the Mahé airport, overseas and local investors and entrepreneurs would soon implement their plans for property development, and that growing interest in tourism had attracted the attention of other investors, primarily in the ancillary supply and maintenance fields.

52. In May and June, four directors of the Seychelles Development Corporation (SDC) (including its Chairman, Mr. Roy Overland, who also represented a consortium of British merchant bankers) visited the Seychelles to hold discussions with the Government concerning hotel construction and arrangements for transport facilities to and from the Territory. The Corporation, which has invested more than Rs. 5 million in the Territory, mainly in the real estate field, announced that it was willing to build hotel accommodation on its own land and to make available 600 to 1,000 beds which would be ready for use when the airport was completed. At the same time, however, the Corporation was reported to have requested the Seychelles Government to grant it certain concessions.

53. During August, there were two developments involving the tourist industry. The first was the publication of Customs Tariff (Amendment) Regulations providing, inter alia, for import duty concessions on building materials of all kinds. The second development was an announcement that Lindblad Travel, Inc., of New York, would join with British Overseas Airways Corporation in introducing cruises between Mombasa and the Seychelles as from 1970.

54. In October, the Government appointed an adviser on the production and marketing of handicrafts which would be of interest to tourists visiting the Territory. In the following month, the Governor visited certain outlying islands to examine, among other things, their potential for tourism and the possibilities for improvement of interisland communications.

55. In November, the Government issued a White Paper containing its proposals concerning the development of the tourist industry. These proposals were based on a preliminary report submitted by Transport and Tourism Technicians, Ltd., a leading British firm of international tourism consultants, who had made a survey of tourism in the Seychelles.

56. According to the Government's provisional estimates, the number of tourists which the Seychelles should aim to cater for would increase from 10,000 to 30,000 and the number of hotel beds needed from 700 to 1,500 during the period from 1972 to 1975. The White Paper stated that, in addition to three new hotels expected to be ready by 1972, encouragement would be given to the completion of five or more other hotels by 1975. Steps would be taken to designate suitable sites for hotels and allied projects as well as areas for development as national parks and natural reserves. It was proposed to provide facilities for fishing, sailing and other forms of sport and to set up an oceanarium. Other steps aimed mainly at preserving the Territory's natural assets would include the concentration on Mahé of all tourism development involving substantial building projects, the authorization of modest development on other islands, such as the erection of small chalets and fishing lodges, and the safeguarding of certain coastal areas and beaches against residential and other forms of development. Residential settlement and licences to operate casinos would be subjects for further study.

57. The White Paper dealt with the need to provide finance for tourism projects in both the public and private sectors. The problem of financing government projects had been raised with the economic aid mission, referred to in paragraphs 44 and 47-50 above. As regards the private sector, it was anticipated that £7 million would be needed in the initial years of tourism development. Measures contemplated or being taken by the Government for inducing bona fide developers in any sector of the tourist industry included the offering of tax incentives, the introduction of an accelerated depreciation allowance on capital investment in the hotel industry as well as an investment allowance on hotel buildings and equipment over and above the depreciation allowance, and the revision of company law in the Seychelles to bring it into line with British practice.

58. The White Paper stated that the Government intended to allow the building-construction and tourist industries to bring in skilled persons from overseas. They would have the right to stay in the Territory for a reasonable period consistent with the work involved. Their skills would have to be used in conjunction with a training scheme for local people. Among the measures to be taken to improve and expand technical education would be the establishment of a new vocational training centre (for further information, see paragraph 72 below). In order to ensure harmonious labour relations within the tourist industry, the possibility of setting up a statutory wages board was being explored.

59. Finally, the White Paper stated that it would be the Government's policy to welcome all operators of airlines, provided that they complied with operational standards and certain economic criteria. The Government was considering the

possibility of operating an interim international air service before the completion of the Mahé airport. It would also examine the need for setting up a local air service and improved sea communications between Mahé, Praslin, La Digue and other islands.

60. On 24 January 1970, a London-based financial consortium, composed of Messrs. W. and C. French, British Overseas Airways Corporation and the Barclays Bank Development Corporation, was reported to have made plans for tourism development in the Seychelles. The group had recently acquired a beach hotel site for £165,000 and taken an option on another beach property valued at £500,000.

61. On 1 February, the Government established an Office of Tourism Development and Planning with the task of implementing the proposals contained in the White Paper.

(e) Public finance

62. According to the budget estimates for 1970 approved by the Governing Council, local revenue will amount to about Rs.20 million and recurrent expenditure to Rs.24 million (excluding the recurrent grant-in-aid) compared with actual revenue and expenditure of Rs.18.3 million and Rs.19.9 million (excluding the recurrent grant-in-aid), respectively, in the previous year. Capital expenditure in 1970 was estimated to amount to Rs.2.2 million compared with actual expenditure of Rs.5.5 million in the previous year.

63. Introducing the budget estimates for 1970, the Financial Secretary attributed the substantial rise in local revenue to the continued buoyancy of the economy and increased revenue from import duties and the sale of electricity. The recurrent grant-in-aid from the United Kingdom would be reduced by Rs.0.1 million to Rs.1.5 million. The Financial Secretary pointed out that the capital estimates could not be regarded as final until the Government made new proposals for capital expenditure based on the report of the economic aid mission recently sent to the Territory (see paragraphs 48-50 above).

64. Looking ahead, the Financial Secretary said that when the budget estimates for 1971 were presented, the Mahé airport would be nearing completion. He believed that a number of proposals for investment in the private sector would be put forward during 1971. Meanwhile, he added, the Government was seeking to improve the incentives offered to investors, a subject on which the economic aid mission was expected to make specific recommendations. In pursuance of this objective, the Government had already appointed a customs adviser, made contact with an expert in company law, who would be available in mid-1970, and proposed to establish a national provident fund and to introduce workmen's compensation.

(f) Motions adopted by the Governing Council

65. At its fourth public session, on 2 December 1969, the Governing Council recommended, inter alia, the introduction of price control for all consumer goods. As a first step towards implementing this recommendation, the Government introduced price control for imported sugar with effect from 20 January 1970. The Council also recommended the protection of the local producers of meat, poultry and eggs by imposing import duties on these commodities. At its fifth public session, held between 4 and 9 February 1970, the Council recommended, inter alia: (a) the

reintroduction of the subsidy on fertilizers: (b) an increase in the price of sugar cane to land settlers; (c) the granting of permanent leases to all settlers in six areas who had worked their plots for five years: and (d) the construction of the Consolation-Baie Ste. Anne coastal road.

Social conditions

(a) Labour

66. The average number of workers employed in the private sector of the economy decreased from 6,650 in 1967 to 6,350 in 1968. During this period, the agricultural industry, the most important single source of employment, had 5,120 workers, representing 30 per cent of the economically active population. In addition, the Government, the second largest employer in the Territory, provided employment for some 3,000. The supply of unskilled labour continued to exceed the demand, but there was a shortage of skilled labour.

67. The number of registered trade unions increased from seven to eight in 1969. Of some 2,000 trade disputes in 1967 and 1968, five were strikes resulting in about 4,000 man-days lost. In early June 1969, two trade disputes occurred in the building-construction and tea industries, which led to the appointment by the Governor of a Board of Enquiry with Mr. Justice Souyave as sole member to deal with these disputes. It was specified in the terms of reference that in inquiring into the causes of industrial unrest, the Board should make particular reference to: (a) offers of wage increases recently made by the Federation of Civil Engineers and Building Contractors (representing an important body of employers in the building-construction industry) and the Seychelles Tea Company to their workers in relation to (i) general wage rates (ii) the ability of each of these two industries within the Seychelles to pay increased wages and (iii) the economic development of the Territory; and (b) the competition between trade unions for members as a factor in creating or aggravating industrial unrest.

68. According to the report of the Federation of Civil Engineers and Building Contractors for 1969, its members made representations before the Board, stressing their desire to do everything in their power to obtain the maximum degree of stability for labour within the building-construction industry. Subsequently they concluded an agreement with the unions concerned, providing for the establishment of standard conditions of pay and employment within the industry.

69. As previously noted (A/7623/Add.4 and Corr.1 and 2, chapter IX, annex I, paragraph 71), the Government has reviewed the wages of government workers in response to representations made to it. During 1969, approval was obtained from the Secretary of State to grant wage increases to unestablished government workers at a total additional cost to the budget of Rs.600,000. Subsequently, following the submission of a report by a special Salaries Commissioner appointed by the United Kingdom Government, the Governor announced, on 26 January 1970, that agreement had been reached with the United Kingdom Government on a revision of salaries for all government staff save those unestablished workers whose wages had already been increased. The revision took the form of: (a) a lump sum payment of 10 per cent of current salaries earned during the six months from 1 July to 31 December 1969: and (b) an increase of the higher salary scales by 20 per cent and of the lower salary scales by 25 per cent with effect from 1 January 1970.

70. At the same session, the Council also examined the possibility of increasing, or establishing, minimum wages for several classes of workers in the private sector, including in particular agricultural labourers. On 18 August 1969, the Governor promulgated a Proclamation (No. 10 of 1969) fixing new rates of minimum wages for agricultural workers, in the light of the outcome of a discussion thereon recently held between representatives of the Government and the Farmers Association, an organization formed by the majority of landowners in the Territory. The new monthly rates for the workers over eighteen years of age residing elsewhere than on an outlying island is as follows:

	<u>Employed 30 hours a week</u>		<u>Employed 45 hours a week</u>	
	<u>Without free housing</u>	<u>With free housing</u>	<u>Without free housing</u>	<u>With free housing</u>
	(rupees)		(rupees)	
Men	62.50	56.00	93.50	87.00
Women	39.00	35.00	58.50	54.50

The over-all increase is 30 per cent over the previous rates as fixed by Proclamation No. 7 of 1965. The new monthly rates for men and women over eighteen years of age residing on an outlying island (including rations and housing) are Rs.24.00 and Rs.14.50, respectively. These rates represent an increase of 20 per cent over and above the previous rates.

71. Among the problems confronting the Government are the rapid rise in population and widespread unemployment and underemployment. Measures taken by the Government to deal with these problems have included: the introduction of family planning, encouragement of emigration, implementation of schemes for training technical personnel, and provision of public assistance to those for whom no work could be found. During 1968, a total of 389 Seychellois found employment overseas, mostly fishermen and agricultural labourers who are recruited each year for work in two dependencies of Mauritius. There were 2,309 persons receiving outdoor relief assistance. The number of applications for assistance continued to rise, but consideration could not be given to all of them owing to lack of funds.

72. Among the measures being taken to combat unemployment and underemployment is the provision of more vocational and technical training in the schools. According to a statement by the Director of Education, plans exist for the introduction of pre-vocational training at the junior secondary level and for the expansion of technical education in the secondary schools. The plans include the enrolment of eighty students each year in a two-year course in building, electrical and mechanical engineering trades. In addition, a new vocational training centre is planned.

(b) Public health

73. Government expenditure on medical services in 1968 was Rs.2.2 million, representing an increase of Rs.0.3 million over the previous year. According to the administering Power, the Territory was reasonably well provided with medical facilities, consisting of four general hospitals (186 beds) with clinics on most of the islands. The ratios of physicians and hospital beds to population were, respectively, one to 4,000 and one to 140.

74. Tuberculosis is one of the major health problems of the Territory. The Government has made efforts in both preventive and curative fields, with emphasis on the preventive side. As a result, the incidence of this disease has declined gradually. Another problem - infestation by intestinal parasites - is attributed to impure water supplies and poor environmental sanitation. The measures being taken to improve this situation in 1968 included the construction of the Rochon Dam at an estimated cost of more than Rs.6 million (a project which will provide pure water for the Victoria area, containing about 20 per cent of the population), the installation of several other water supply schemes and the preparation of the design of an all-island water supply for Mahé. As stated above (see paragraph 45), the Seychelles Democratic Party in September 1969 made a proposal concerning the conservation of water and water supply (including the expansion of the existing major schemes at Cascade, South and North Mahé).

75. Part of the problem of environmental sanitation is due to the rapid population increase and the resultant chronic shortage of housing. For some time, the Government has been constructing low-cost housing on a year-to-year basis. During 1967 and 1968, a total of Rs.1,023,369 was spent for this purpose. Plans to provide further housing of such a type in Mahé, Praslin and La Digue were drawn up and construction work was continuing. Recently, the two political parties of the Territory have called for the intensification of efforts to fill the housing needs of the Seychellois, particularly in the slum areas of Victoria.

76. At its fourth public session in December 1969, the Governing Council recommended obtaining the services of an ophthalmologist as a matter of urgency and the provision of a full-time dentist for Praslin and La Digue. At its fifth public session, in February 1970, the Council recommended the installation of refrigerators in all clinics and the provision of funds for the erection of at least 500 low-cost houses per year.

Educational conditions

77. Recurrent budgetary expenditure on education amounted to Rs.2.7 million (compared with Rs.1.9 million in the previous year). During this period, grants for development from the United Kingdom decreased from Rs.1.0 million to Rs.0.3 million. These changes were explained largely by the transfer to the budget of recurrent expenditure on education formerly financed by such grants.

78. The following table shows the situation in regard to schools and pupil enrolment during 1968:

	<u>Schools</u>	<u>Enrolment</u>
Primary education	34 ^{a/}	8,795
Secondary education	13 ^{b/}	1,944
Teacher training	1 ^{c/}	50
Technical and vocational training	3 ^{c/}	235

^{a/} Including 3 government, 29 aided and 2 unaided schools.

^{b/} Including 2 government, 10 aided and 1 unaided schools.

^{c/} Government schools.

79. In 1968, there were 332 primary teachers (331 in 1967), of whom 152 (146 in 1967) were trained and the rest untrained. The Government stated that this imbalance was still the most serious factor inhibiting the improvement of primary education. The staff problem of the two secondary grammar schools has eased; one of them had a full staff for the first time in 1968. The Seychelles Teacher-Training College continued to maintain its full complement of staff. The pre-teaching course was adequately staffed, although classes suffered through lack of continuity. An extremely low academic standard of prospective candidates for the teachers' course resulted in the suspension of normal intake to the College and it was decided to run three short courses of one term's duration for uncertificated teachers.

80. The Governor stated in a recent address that with the construction and completion of the Mahé airport, there would be great economic and social changes in the Territory. It would be the responsibility of teachers to train the children who would grow up in this changing atmosphere. Educational standards must be raised and although some progress had been made, much remained to be done, especially in the primary schools.

81. A principal need was to reduce the number of uncertificated teachers. Much of the public funds available would probably have to be used on the development of technical education. He noted with satisfaction that the Seychelles Teachers' Union had shown a growing interest in the improvement of professional standards, and hoped that the union would continue to play a most useful and important part in the development of a modern educational system in the Territory.

82. The Director of Education stated that the main targets for improvement in the Territory's educational system were (a) the improvement of literacy standards in the primary schools (for further information, see below). (b) the expansion of technical education and (c) the expansion of teacher training. The Director said that emphasis should be placed on the adoption of newer, quicker methods of reducing the number of uncertificated teachers in service. His Department was examining the possibility of in-service training, using correspondence courses and on-the-spot tutorials. He believed that in the context of the Seychelles environment, encouragement should be given to the expansion of pre-school facilities, particularly the crèches now being run at many community centres. He estimated that his Department would have to cater for a further 1,000 primary school pupils and about 400 junior secondary school pupils in 1974. This meant building at least thirty-two more class-rooms and providing thirty-two more trained teachers. He pointed out that, at present, there were altogether 208 uncertificated teachers out of a total of 475.

83. Mr. John Adam, resident of the Seychelles Teachers' Union, said that in the Seychelles, education had too long been geared to that section of the population which could benefit most. He was glad that the Government was meeting the need to expand education to serve the population as a whole. He stressed that the Government should think in terms of educational investment rather than educational expenditure. Recognizing the importance of raising professional and academic standards, he said, the union was seeking to provide training in the years ahead to all present uncertificated teachers, who would thus acquire the certificated status. Recently the union had organized "O" level classes in various subjects for its members, of whom seventy-five had made applications.

84. In July 1969, the Government proposed to submit applications to the United Kingdom Government for consideration of the award of Commonwealth teacher-training bursaries tenable in 1970/71. In addition to those bursaries available only to serving teachers, the Government was prepared to ask for bursaries for initial teacher-training in general subjects, home economics, handicrafts and technical education. Persons with certain specified qualifications were invited to submit applications before 6 September. The courses offered would lead to the award of the Certificate in Education of the United Kingdom Department of Education and Science.

85. Subsequently, Mr. Mancham, leader of the SDP, commented unfavourably on the Government's scholarship award system. He stated that: "It is a policy which provides free educational opportunity to those who can well pay for it at the expense of those who cannot". His party also asked the United Kingdom Government to make more financial aid available for improving educational and training facilities in the Territory.

86. On 18 October 1969, the Governing Council agreed that measures to teach English in the first three years of the six-year primary course from January 1970 and to intensify the teaching of French thereafter should be implemented. The object of the change was to raise the general standard of the primary school system and to improve the teaching of both languages in the primary schools. The Council's assent to the change was based on the advice of experts, including the educationalist of the United Kingdom Ministry of Overseas Development on the recent economic aid mission to the Seychelles. Implicit in the change was the need to improve language teaching techniques in both languages. Expanded training facilities for teachers, greater concentration of specialist staff in the teaching of languages, new reading material and audio-visual aids and increased use of radio in language teaching were all included in the education development plan. The Government was expected to introduce a more effective and efficient language education programme, fully conforming with accepted modern linguistic theory and practice.

87. In an open letter which was published by a local newspaper, Le Seychellois, on 13 November 1969, a number of Seychellois students who were attending institutions of higher education in the United States of America under the scholarship programme initiated by the African-American Institute complained that the programme was being discontinued because the territorial Government was not willing to pay travel costs as required by the Institute.

88. At its fifth public session, in February 1970, the Governing Council recommended the payment by the Government of the full return passage of Seychellois students sent to the United States under the scholarship programme initiated by the African-American Institute and the resumption of the programme to enable more Seychellois to study in the United States.

2. ST. HELENA

General

89. The Territory of St. Helena is situated in the South Atlantic Ocean with an area of 159 square miles. It consists of the island of St. Helena and two dependencies; Ascension Island and a group of six islands (five of them

uninhabited) forming the dependency Tristan da Cunha. Of these islands, St. Helena is the largest, with 47 square miles and a population, mainly of African, Asian and British descent, estimated at 4,722 in mid-1968. Ascension, with an area of thirty-four square miles, is inhabited largely by people from outside the island, their numbers (1,150 in early 1968) varying from year to year according to the availability of local employment. Tristan da Cunha, thirty-eight square miles in area, had 269 inhabitants, also of mixed origin, at the end of 1967.

Constitutional developments

90. There have been no constitutional developments since the Special Committee last examined the situation in the Territory (see A/7623/Add.4 and Corr.1 and 2, chapter IX, annex I, paragraph 93).

Economic conditions

91. Owing to the limited cultivable area and the meagreness of natural resources, the island of St. Helena imports part of its food supply and all of its consumer and capital goods. In 1966, the only sizable export industry, consisting of flax and flax products, ceased operations under the impact of declining markets and rising costs. The closure of the industry has led a large number of St. Helenians (427 at the end of 1968) to emigrate to Ascension Island where employment is provided by British - and United States-operated radio communications facilities.

92. The island's external trade is conducted mainly with the United Kingdom and South Africa because communications are restricted to several calls a year by ships sailing between the two countries. In 1967, the island's imports were valued at £410,037, while its exports totalled only £19,234. There were no exports in 1968.

93. The decline in economic activity has made St. Helena more heavily dependent on grants from the United Kingdom and remittances from emigrants. The main source of revenue is government expenditure, which is largely financed by the United Kingdom. In 1968, estimated government revenue amounted to £448,895 (including a United Kingdom grant-in-aid of £237,000) and expenditure to £462,742, compared with £388,451 and £403,789, respectively, in the previous year. In addition, £154,000 in Colonial Development and Welfare grants was allocated for an extension of the development programme to cover the years 1968 to 1970. A considerable proportion of the funds was being devoted to road improvement and agricultural development. Early in 1969, the Minister of Overseas Development stated, in reply to questions in the United Kingdom House of Commons, that in the financial year 1968/69 his Government had provided economic, financial and technical assistance, totalling some £14 million, to the remaining colonies and dependencies in the Commonwealth (including £354,000 to St. Helena). He added that in future these countries would receive their fair share of aid so that they could develop on lines similar to those of the countries that were already independent.

94. As previously noted (see A/7623/Add.4 and Corr.1 and 2, chapter IX, annex I, paragraphs 96-103 and 109), South African interests have recently entered certain key economic sectors of the Territory. At present, two South African-based companies hold fishing licences, one (Messrs. Frank Robb and Co.) operating in the

island of St. Helena and the other (the South Atlantic Islands Development Corporation) in Tristan da Cunha, where fishing is the most important economic activity. Under an agreement reached in January 1969, the St. Helena Government acquired an effective control over the operations of Solomon and Company, the principal trading concern in St. Helena, in which South Atlantic Trading and Investment Company, a company registered in the United Kingdom but with South African directors, has a substantial interest.

Social conditions

(a) Labour

95. During 1968, the principal categories of wage earners in St. Helena were: skilled and general workers, 151 building tradesmen and apprentices, 96; and agricultural labourers, 82. A total of 427 St. Helenians (compared with 404 in 1967) were employed on Ascension Island in connexion with the radio communications facilities there, increased employment opportunities on Ascension having alleviated the economic difficulty arising from the demise of the flax industry. At the end of 1968, there were 240 men (compared with 213 in 1967) registered as unemployed and receiving relief.

(b) Public health

96. In 1968, recurrent government expenditure on medical and health services was estimated at £42,721 (an increase of £5,286 over expenditure in 1967), or 9 per cent of St. Helena's total expenditure (including Colonial Development and Welfare grants). The Public Health Department continued to maintain a fifty-four-bed hospital, whose senior staff included three medical officers. The principal causes of death were degenerative heart diseases and cancer.

Educational conditions

97. Education is free and compulsory for all children between the ages of five and fifteen, although fourteen-year-olds may be exempted under certain circumstances. In 1968, school attendance in St. Helena averaged 1,107 children, distributed among eight primary schools, three senior schools and one secondary selective school (with forty-five pupils). The standard of work at the secondary selective school was increasingly being geared to the "O" level requirements of the London University General Certificate of Education. There were sixty-seven full-time and four part-time teachers. A one-year course is offered at the local teacher-training centre. Selected young teachers are sent to the United Kingdom to follow a three-year course leading to the United Kingdom Ministry of Education's Certificate in Education. Teachers with more experience are also sent there to undertake short courses. In 1968, seven teachers received training locally and eight others overseas. Public expenditure on education during the year was estimated at £43,000 (compared with £39,917 in 1967), or 9.5 per cent of St. Helena's total government expenditure (including Colonial Development and Welfare grants).

Dependencies of St. Helena

98. Ascension Island and the Tristan dependency are governed from St. Helena, but, because of their remoteness and isolation, their Administrators, in practice, exercise a certain degree of autonomy. Under an ordinance promulgated by the Governor of St. Helena on 31 August 1969, the Tristan dependency possesses an Island Council, consisting of the Administrator as its president, three other appointed members and eight other members elected by universal adult suffrage. On the advice of the Council and subject to the approval of the Crown, the Administrator may make by-laws to have the force of law in Tristan de Cunha. Except in extraordinary cases, he must consult with the Council, but is empowered to act against its advice at his discretion. The ordinance also incorporates the proposal previously agreed upon by the former Council for the creation in the dependency of a committee system of government on the pattern established in St. Helena under the present Constitution.

ANNEX II

II. REPORT OF SUB-COMMITTEE I

Rapporteur: Mr. Aleksandar PSONCAK (Yugoslavia)

A. CONSIDERATION BY THE SUB-COMMITTEE

1. The Sub-Committee considered the Seychelles and St. Helena at its 77th to 82nd meetings held between 15 May and 27 July 1970 (see A/AC.109/SC.2/SR.77-82).
2. The Sub-Committee had before it the working paper prepared by the Secretariat (see annex I above).
3. In accordance with established procedure, the representative of the United Kingdom of Great Britain and Northern Ireland, as administering Power, participated in the work of the Sub-Committee at the invitation of the Chairman.

B. ADOPTION OF THE REPORT

4. Having considered the situation in the Seychelles and St. Helena, and having heard statements by the representative of the administering Power, the Sub-Committee adopted its conclusions and recommendations a/ on the Territories at its 82nd meeting, on 27 July 1970. The Sub-Committee adopted the present report at the same meeting.

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

CHAPTERS IX-XI

(A/8023/Add.4 (Part II))

SPANISH SAHARA, GIBRALTAR AND FRENCH SOMALILAND*

CONTENTS

<u>Chapter</u>		<u>Paragraphs</u>	<u>Page</u>
IX.	SPANISH SAHARA		
A.	CONSIDERATION BY THE SPECIAL COMMITTEE	1 - 8	32
B.	DECISIONS OF THE SPECIAL COMMITTEE	9 - 10	33
	ANNEXES		
	I. WORKING PAPER PREPARED BY THE SECRETARIAT		34
	II. EXCHANGE OF LETTERS BETWEEN THE SECRETARY- GENERAL OF THE UNITED NATIONS AND THE PERMANENT REPRESENTATIVE OF SPAIN		40
X.	GIBRALTAR		
A.	CONSIDERATION BY THE SPECIAL COMMITTEE	1 - 4	42
B.	DECISION OF THE SPECIAL COMMITTEE	5	42
	ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT		43
XI.	FRENCH SOMALILAND		
A.	CONSIDERATION BY THE SPECIAL COMMITTEE	1 - 5	52
B.	DECISION OF THE SPECIAL COMMITTEE	6	53
	ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT		54

* Note by the Rapporteur: See chapter XI, page 52, foot-note 1/, concerning the new designation of the Territory.

CHAPTER IX

SPANISH SAHARA

A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 737th meeting, on 13 April 1970, the Special Committee, by approving the forty-seventh report of its Working Group (A/AC.109/L.623), decided, inter alia, to take up the question of Spanish Sahara as a separate item and to consider it at its plenary meetings.
2. The Special Committee considered the item at its 775th and 779th meetings on 29 October and 20 November 1970.
3. In its consideration of the item, the Special Committee took into account the provisions of General Assembly resolution 2591 (XXIV) of 16 December 1969, by paragraph 6 of which the General Assembly requested the Special Committee "to continue its consideration of the situation in the Territory of the so-called Spanish Sahara and to report thereon to the General Assembly at its twenty-fifth session".
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I below) containing information on action previously taken by the Special Committee and the General Assembly, and on the latest developments concerning the Territory.
5. The Special Committee also had before it a petition dated 22 June 1969 from Mr. Allal El Fassi, Chairman of the Istiqlal Party, Morocco, concerning Spanish Sahara (A/AC.109/PET.1151).
6. At the 775th meeting, on 29 October, the Chairman, in a statement to the Special Committee (A/AC.109/PV.775), drew attention to two communications referred to him by the Secretary-General relating to the implementation of paragraph 5 of General Assembly resolution 2591 (XXIV) concerning the item (see annex II below).
7. At the same meeting, following a statement by the Chairman (A/AC.109/PV.775), the Special Committee took decisions on the item as reflected in paragraphs 9 and 10 below.
8. At the 779th meeting, on 20 November, the Chairman, at the request of the Permanent Representative of Morocco, drew attention to document A/7989 relating to the question of Spanish Sahara.

B. DECISIONS OF THE SPECIAL COMMITTEE

9. At its 775th meeting, on 29 October, the Special Committee decided, without objection, to take note of the information contained in the communications referred to it by the Secretary-General (see paragraph 6 above) and to request its Rapporteur to incorporate that information in an appropriate form in the relevant chapter of the report of the Special Committee to the General Assembly.

10. At the same meeting, the Special Committee decided to transmit to the General Assembly the working paper referred to in paragraph 3 above in order to facilitate the consideration of the item by the Fourth Committee, and to give consideration to the item at its next session, subject to any directives that the General Assembly might give in that connexion.

ANNEX I*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY	1 - 5
B. INFORMATION ON THE TERRITORY	6 - 20
1. General	6
2. Constitutional and political conditions	7 - 11
3. Economic conditions	12 - 18
4. Social conditions	19

* Previously issued under the symbol A/AC.109/L.634.

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

1. Spanish Sahara^{a/} has been considered by the Special Committee since 1963 and by the General Assembly since 1965. Action taken by the Special Committee prior to 1969 consisted of a resolution adopted on 16 October 1964, a consensus adopted on 7 June 1966, a resolution adopted on 16 November 1966 and a consensus adopted on 14 September 1967, b/ all of which are summarized in the Committee's report to the General-Assembly at its twenty-third session. c/
2. Action taken by the General Assembly on this item prior to 1969 consisted of the adoption of resolutions 2072 (XX) of 15 December 1965, 2229 (XXI) of 20 December 1966, 2354 (XXII) of 19 December 1967 and 2428 (XXIII) of 18 December 1968. These resolutions are also summarized or set out in the Special Committee's reports to the General Assembly at its twenty-third and twenty-fourth sessions. d/
3. The Special Committee considered the item again in 1969 on 23 and 28 April and 25 September. On 25 September, the Special Committee, on the proposal of the representative of Ethiopia and following a statement by its Chairman (A/AC.109/PV.715), decided to transmit to the General Assembly the working paper prepared by the Secretariat (A/7623/Add.4, chapter X, annex I, paras. 1-24) in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives which the General Assembly might give in that connexion, to give consideration to the item at its next session. Similar action had been taken by the Committee in 1968 (A/7200/Add.6, chapter XIII, para. 5).
4. On 2 December, the Special Committee decided to note the information furnished by the Secretary-General concerning the action taken by the latter pursuant to paragraph 4, section II, of General Assembly resolution 2428 (XXIII) of 18 December 1968 (A/AC.109/PV.724). This action consisted of an exchange of correspondence between the Secretary-General and the Permanent Representative of Spain in connexion with the proposed appointment of a special mission to Spanish Sahara referred to in the above-mentioned resolution (A/7623/Add.4, chapter X, annex III).

a/ Spanish Sahara had been considered together with the Territory of Ifni as a single item by the Special Committee and the General Assembly until the formal retrocession of Ifni to Morocco on 30 June 1969. On 25 September 1969 the Special Committee took note of this development and decided to conclude its consideration of Ifni. The General Assembly took similar action in respect of Ifni on 16 December 1969.

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

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

d/ Ibid. and A/7623/Add.4, chapter X, annex, paras. 1-5.

5. On 16 December 1969, the General Assembly adopted resolution 2591 (XXIV), the operative paragraphs of which read as follows:

"The General Assembly,

"...

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

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

"3. Regrets that it has not yet been possible for the consultations to take place which the administering Power was to conduct in connexion with the holding of a referendum in the so-called Spanish Sahara;

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

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

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

"(c) To comply with the resolutions of the General Assembly on the activities of foreign economic and other interests operating in colonial countries and Territories and to refrain from any action likely to delay the process of the decolonization of the so-called Spanish Sahara;

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

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

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

B. INFORMATION ON THE TERRITORY^{e/}

1. GENERAL

6. Situated on the Atlantic coast of Africa and bordering on Morocco and Algeria in the north and Mauritania in the south and east, Spanish Sahara covers an area of about 280,000 square kilometres, most of which is desert or semi-desert. At 31 December 1966, the indigenous population was estimated to number 33,512 persons, of whom 6,518 lived in the main towns of El Aaiun and Villa Cisneros and 677 in the two smaller towns of Smara and Güera. No official statistics are available concerning the non-indigenous population which, according to a newspaper report published in October 1967, was then believed to comprise about 9,000 Spanish civilians apart from the military establishment. Estimates of the number of indigenous inhabitants outside the towns are difficult to obtain because they are mostly nomadic herdsmen.

2. CONSTITUTIONAL AND POLITICAL CONDITIONS

7. The Spanish administration of the Territory is based on an act of 21 April 1961 amplified by a decree of 29 November 1962. The Territory is administered by a Governor-General who is appointed by the Council of Ministers of Spain and through whom the central organs of the Spanish Government exercise the same authority as in the metropolitan provinces of Spain. The Secretary-General, also appointed by the Council of Ministers, is the head of the administrative services, except for the judiciary and military, and is the second highest authority in the Territory.

8. There is a two-tier structure of local government consisting of the Cabildo Provincial (Provincial Assembly) with territory-wide jurisdiction and, on a lower level, two municipal councils (for the municipalities of El Aaiun and Villa Cisneros), and two local councils (for the towns of Smara and Güera). In addition, outside the urban areas, each "nomadic section" possesses a council, or yemā'a.

9. The Cabildo Provincial has fourteen members, one of whom, Seila uld Abeida uld Ahmed, is its president. Two of the members represent the municipal and local councils, six represent the nomadic councils (yemā'as) and six represent corporative entities, such as industrial, commercial, cultural and professional organizations. These corporative entities also play a part in the election of members of the municipal and local councils together with heads of families. Each of the municipal councils is headed by an alcalde (mayor) but the number of members varies: in El Aaiun the council has thirteen members, including the mayor; in Villa Cisneros there are nine; and each of the local councils of Smara and Güera have five members, including the mayor. The nomadic councils, or yemā'as, vary in size and each is composed of the traditional tribal leaders and a number of counsellors proportionate to the number of heads of family in the section.

^{e/} This section is based on published reports and on information transmitted to the Secretary-General by Spain under Article 73 e of the Charter on 22 September 1969 for the period 1968-June 1969.

10. During May and June 1969, elections were held to fill vacant seats in the Cabildo Provincial, the municipal councils of El Aaiun and Villa Cisneros and the local councils of Smara and Güera. The administering Power reported that no complaints were made to the respective census offices and that the electorate had voted in full freedom and in an atmosphere of normality for the candidates of their choice.

11. Apart from the local government organs described above, there is a territory-wide General Assembly (also called Yemā's) which was created by a decree of 11 May 1967. This body is composed of tribal chiefs and forty representatives elected by the tribal or nomadic units of the Territory, together with the president of the Cabildo Provincial and the mayors of El Aaiun and Villa Cisneros. According to the terms of the decree, the functions of the Yemā's are to advise on matters affecting the Territory, particularly matters concerning economic and social development. The Yemā's normally meets every two months, but the Governor-General, and also the president of the Yemā's, supported by one third of its membership, have the power to summon extraordinary sessions on urgent matters.

3. ECONOMIC CONDITIONS

12. Spanish Sahara has few economic resources other than its partially explored mineral deposits, which include iron ore and large quantities of phosphates. The desert character of the Territory offers scant possibilities for agriculture or the raising of livestock other than camels and goats, and the sparsity of population together with the lack of raw materials accounts for the absence of industry and the comparatively restricted volume of trade. Added to this, the coastline is very steep and possesses no natural harbours suitable for the construction of ports, so that possibilities for trade and the establishment of fishing fleets are likewise limited.

13. Because of this, the territorial Administration is dependent for about 75 per cent of its budget on the Spanish State, which in 1969 is reported to have contributed 306 million pesetas f/ for current expenditures and 342 million pesetas for capital investment, as against 97 million pesetas derived from local sources. These sums do not include other expenditures incurred by various ministries, which are charged to the general budget of the Spanish State.

14. Efforts to develop and diversify the local economy have included: the encouragement of tourism; the promotion of fishing, especially from the ports of Villa Cisneros and Güera, where there are already two factories processing fish products; and the development of irrigated horticulture and animal husbandry in those limited areas where conditions permit. A nascent tourist industry, benefiting from the proximity of the Canary Islands and the existence of good airport facilities, has been encouraged by the recent completion of a national tourist inn at El Aaiun. In 1969, the town received a total of 15,000 tourists, a figure which is expected to double in 1970. Most of the capital expenditure on these projects, as also on development of the urban areas, roads, power and water supplies, irrigation projects and extension of port facilities, is derived from State funds.

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

15. In economic terms, the Territory's most important source of wealth lies at present in its minerals, particularly phosphate deposits which are located in the vicinity of Bu-Craa, about 100 kilometres from the port of El Aaiun in the direction of the Moroccan border. The deposits, which are estimated to total between 1,400 million and 1,700 million tons, are among the richest in the world and present plans reportedly envisage the production of about 3.3 million tons of phosphate concentrates yearly, thereby rivalling the output of Morocco which is the third largest producer of phosphates in the world.

16. Development of the phosphate deposits by the Spanish Instituto Nacional de Industria began in 1967 and was subsequently entrusted to a State-controlled mining enterprise, the Empresa Nacional Minera del Sahara (ENMINSA). At the beginning it was planned to establish an international consortium with minority participation by United States and European interests, but when the parties failed to reach agreement, the Spanish Ministry of Industry reportedly decided in 1968 to give full charge of the operation of the project to ENMINSA. It was also reported at that time that the Ministry was approaching international credit sources and foreign firms willing to sell and set up mining and transportation equipment on long-term credit conditions. The facilities required, which, it was then estimated, would involve a capital investment of about \$US200 million, would include an ore-crushing plant at Bu-Craa, a conveyor belt to transport the ore to El Aaiun for shipment and storage and loading facilities at the port.

17. In March 1969, it was reported that work was nearly completed on the building of a 3,500 metre breakwater and ore loading pier at El Aaiun capable of handling phosphate ships of up to 100,000 tons. In addition, work had started on the construction of an ore storage bin of 1 million tons capacity and the installation of equipment capable of loading ships at the rate of 2,000 tons per hour. The contractors undertaking the construction included a German firm (Strabag), a French company (Hersent) and a Spanish firm (Dragado y Construcciones). Shortly thereafter work was begun on the construction of a desalination plant and ore crushing facilities at Bu-Craa capable of handling about 5 million tons of ore per year.

18. Also in 1969 it was reported that the German firm Krupp had signed a contract with ENMINSA for the construction of a conveyor belt to transport the phosphate ores from the mines to the wharf at El Aaiun. The conveyor belt, described as one of the longest in the world, would be mounted on towers and its total length was expected to be 100 kilometres. The electric power would be supplied by a 135,000-volt line carrying energy from an electric power station at El Aaiun. The belt's annual capacity would be 10,000 million tons of ore (based on a calculation of 2,000 tons per hour for 5,000 hours). It was reported that Krupp has concluded subcontracts with the French companies, Compagnie générale d'entreprises électriques (CGEE) and Compagnie européenne de télétransmission (CETT), in September 1969 for the electric power system and the remote control system, respectively. According to recent reports, the whole complex is expected to reach completion in 1971 and exports of phosphates are expected to commence in early 1972. Much of the ore will be exported to several privately owned phosphoric acid plants which are under construction at Huelva in south-western Spain.

4. SOCIAL CONDITIONS

19. Information on public health, housing and educational conditions is contained in the report of the Special Committee to the General Assembly at its twenty-fourth session (A/7623/Add.4, chapter X, annex I, paras. 19-24). No additional information has been received.

ANNEX II

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

A. Letter dated 22 January 1970 from the Secretary-General
to the Permanent Representative of Spain

I have the honour to transmit herewith, for the attention of your Government, the text of resolution 2591 (XXIV) on the question of Spanish Sahara, adopted by the General Assembly at its 1835th plenary meeting, on 16 December 1969.

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

(Signed) U Thant
Secretary-General

B. Letter dated 15 October 1970 from the Permanent
Representative of Spain to the Secretary-General

In conformity with the instructions received from my Government and in reply to your note of 22 January 1970, I revert to the observations made on various occasions by my delegation regarding this matter.

Once again, my Government reiterates its unswerving support for the implementation of the principle of self-determination for Spanish Sahara and is gratified that this opinion has been shared by all those countries which have expressed their views on the subject in the United Nations.

During the current year, preparations for the census have entered their final stage, despite the difficulties encountered owing to the nomadic character of the inhabitants, who are estimated to number some 56,000 persons occupying a territory of 280,000 square kilometres.

In these circumstances, and since it is the intention of Spain that the true population of Spanish Sahara should indicate and express its genuine aspirations regarding its future, the Spanish Government is prepared to arrange with the

population as soon as it wishes, to fix a date so that it may determine its future by indicating its wishes freely and without any external pressure of any kind. The attainment of these aims, to which my Government is prepared to give effect, will be impeded if elements alien to the population continue to create an atmosphere of tension and confusion.

Fortunately, the Territory looks towards the future with confidence born of the knowledge that its interests and well being are safeguarded by Spain, and that it may at any time request self-determination, knowing that at the appropriate time and in order to facilitate this step, the Spanish Government will not fail duly to notify the United Nations of the event, so that the Organization may be present at such a momentous occasion for the future of the Territory.

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

CHAPTER X

GIBRALTAR

A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 737th meeting, on 13 April 1970, the Special Committee, by approving the forty-seventy report of its Working Group (A/AC.109/L.623), decided, inter alia, to take up Gibraltar as a separate item and to consider it at its plenary meeting.
2. The Special Committee considered the item at its 775th meeting on 29 October 1970.
3. In its consideration of the item, the Special Committee, aware that the General Assembly at its twenty-fourth session had decided to postpone consideration of the question of Gibraltar to its twenty-fifth session, took into account the relevant provision of General Assembly resolution 2548 (XXV) of 11 December 1969 on the question of the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. By paragraph 10 of that resolution, the Special Committee was requested by the General Assembly "to continue to seek suitable means for the immediate and full implementation of the Declaration in all Territories which have not yet attained independence, and in particular to formulate specific proposals for the elimination of the remaining manifestations of colonialism".
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex below) containing information on action taken previously by the Special Committee and the General Assembly, and on the latest developments concerning the Territory.

B. DECISION OF THE SPECIAL COMMITTEE

5. At its 775th meeting on 29 October, following a statement by the Chairman (A/AC.109/PV.775), the Special Committee decided, without objection, to transmit to the General Assembly the working paper referred to in paragraph 4 above, in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives the General Assembly might give in that connexion, to give consideration to the item at its next session.

ANNEX *

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY	1 - 3
B. INFORMATION ON THE TERRITORY	4 - 30
1. General	5
2. Political developments	6 - 17
3. Economic conditions	18 - 22
4. Social conditions.	23 - 25
5. Educational conditions	26 - 30

* Previously issued under the symbol A/AC.109/L.643.

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

1. Gibraltar was first considered by the Special Committee in 1963 and by the General Assembly in 1965. Action taken by the Special Committee prior to 1969 consisted of a consensus adopted on 16 October 1964, a resolution adopted on 17 November 1966 and a resolution adopted on 1 September 1967, which are set out in the Committee's reports to the General Assembly at its nineteenth, twenty-first and twenty-second sessions. a/ Action taken by the General Assembly on this item prior to 1969 consisted of the adoption of resolutions 2070 (XX) of 16 December 1965, 2231 (XXI) of 20 December 1966, 2353 (XXII) of 19 December 1967 and 2429 (XXIII) of 18 December 1968.
2. In 1969, the Special Committee considered the item at a meeting on 25 September and, following a statement by its Chairman (A/AC.109/FV.715), decided to transmit to the General Assembly the working paper prepared by the Secretariat which it had before it b/ in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives which the General Assembly might wish to give in that connexion, to consider the item at its next session. Similar action had been taken by the Committee in 1968. c/
3. On 16 December 1969, the General Assembly decided to postpone consideration of Gibraltar until its twenty-fifth session (A/FV.1835).

B. INFORMATION ON THE TERRITORY^{d/}

4. Information on the Territory is contained in the reports of the Special Committee to the General Assembly at its eighteenth to twenty-fourth sessions. e/ Supplementary information is set out below.

-
- a/ Official Records of the General Assembly, Nineteenth Session, Annexes, annex No. 8 (part I) (A/5800/Rev.1), chapter X, para. 209; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XI, para. 66; *ibid.*, Twenty-second Session, Annexes, addendum to agenda item 23 (part II) (A/6700/Rev.1), chapter X, para. 215.
- b/ A/7623/Add.4, chapter XI, annex.
- c/ A/7200/Add.6, chapter XIV, para. 6.
- d/ This information has been derived from published sources and from the information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter on 15 September 1969 for the year ending 31 December 1968.
- e/ Official Records of the General Assembly, Eighteenth Session, Annexes, addendum to agenda item 23, document A/5446/Rev.1, chapter XII; *ibid.*, Nineteenth Session, Annexes, annex No. 8 (part I) (A/5800/Rev.1), chapter X; *ibid.*, Twentieth Session, Annexes, addendum to agenda item 23 (A/6000/Rev.1), chapter XI; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XI; *ibid.*, Twenty-second Session, Annexes, addendum to agenda item 23 (part II), (A/6700/Rev.1), chapter X; A/7200/Add.6, chapter XIV; A/7623/Add.4, chapter XI.

1. GENERAL

5. The civilian population of Gibraltar at the end of 1967 was estimated to number 26,007, comprised as follows: Gibraltarians 19,557; other British 4,685, and aliens 1,965.

2. POLITICAL DEVELOPMENTS

Letters from the Spanish Minister for Foreign Affairs and the Permanent Representative of the United Kingdom addressed to the Secretary-General

6. During October 1969, the Secretary-General submitted to the General Assembly two further addenda to his report prepared in pursuance of resolution 2429 (XXIII). ^{f/} These addenda contained the texts of letters dated 1 and 9 October addressed to him by the Minister for Foreign Affairs of Spain and the Permanent Representative of the United Kingdom respectively. Among the matters dealt with in this correspondence were the expiration of the deadline of 1 October 1969, by which date the General Assembly, in its resolution 2429 (XXIII), had requested the United Kingdom to terminate the colonial situation in Gibraltar, the presence of British troops and naval vessels at Gibraltar, and the severing of telephone and telegraph links between Gibraltar and Spain referred to below.

Severance of telephone and telegraph links between Gibraltar and Spain

7. On 1 October 1969, telephone and telegraph links between Gibraltar and Spain were severed. The Gibraltar telephone exchange was informed by the Madrid telephone exchange that calls from Gibraltar to Spain would no longer be accepted. The same would apply to telegraph links. It was reported, however, that calls from Gibraltar to destinations outside Spain could still be routed through Madrid. Telephone and telegraph connexions between Gibraltar and the United Kingdom and other countries were also operating normally through Morocco and Malta. Spanish Foreign Ministry officials were reported to have said that the measures had been taken as a reaction to the United Kingdom's failure to implement General Assembly resolution 2429 (XXIII), which requested the United Kingdom Government to terminate the colonial situation in Gibraltar by 1 October 1969. On 2 October the United Kingdom delivered a protest note to Spain in regard to these measures. It was reported that the United Kingdom had also protested to the International Telecommunication Union (ITU) in Geneva on the failure of Spain to give any notification of the cutting of the links.

8. During the Christmas holidays, telephone links between Gibraltar and Spain were temporarily restored, from noon on 24 December until midnight on Christmas Day. This was announced by the Spanish Government as a goodwill gesture towards the inhabitants of Gibraltar.

^{f/} Ibid., Twenty-fourth Session, Annexes, agenda item 23, documents A/7550/Add.5 and Add.6.

Postponement of discussion at the twenty-fourth session of the General Assembly

9. At previous sessions of the General Assembly, the question of Gibraltar had been extensively debated both in the Fourth Committee and at plenary meetings of the Assembly. During the twenty-fourth session, however, the question was not raised and at the close of the session the General Assembly decided to postpone consideration of the item until the twenty-fifth session (see paragraph 3 above).

10. Although there were no official statements from either the Spanish or United Kingdom Governments, press conferences given by the Spanish Minister for Foreign Affairs, Mr. Gregorio Lopez Bravo, which were reported in the Spanish press between November 1969 and March 1970, indicated that both Governments were desirous of creating a climate of détente in their relations with one another. Mr. Bravo was said to have stressed, however, that Spain fully maintained its demands with regard to Gibraltar and that it would take any measures of a peaceful and reasonable nature which could lead to the restoration of Gibraltar to Spain.

Naval activities in the western Mediterranean and adjacent Atlantic

11. During the period under review, naval exercises by the United Kingdom and other countries belonging to the North Atlantic Treaty Organization (NATO) were conducted in the western Mediterranean and adjacent Atlantic, Gibraltar being used as a base for repairs, revictualling and recreational purposes by the military and naval personnel involved. The most noted movement of warships took place at the end of September and beginning of October 1969 and during the second half of January and the beginning of February 1970. Spanish press reports in regard to the first period of naval activity claimed that it was taking place in response to the severance of telephone and telegraph links between Gibraltar and Spain effected on 1 October 1969 but this was denied by United Kingdom spokesmen who stated that the presence of two British naval vessels in Gibraltar on 1 October was the result of normal naval movements and had no political significance. Similar statements were made by United Kingdom spokesmen in regard to subsequent movements and manoeuvres by naval ships of the United Kingdom.

12. In connexion with the naval activities that took place at the end of January and beginning of February, it was reported that the United Kingdom Government had given formal notice to the Spanish Foreign Ministry of this series of exercises. The exercises were said to have been planned long in advance and it was reportedly explained to the Spanish Government that the aim was to train United Kingdom naval forces as a contribution to the security of the Western Powers in the Mediterranean area. The Spanish Government was invited to send observers to the exercises, an invitation which they reportedly declined.

Opening of new House of Assembly

13. At the ceremonial opening of Gibraltar's new House of Assembly on 28 August 1969, the Chief Minister, Major Robert Peliza, stated that the Gibraltar Government under his leadership would pursue a policy aimed at attainment of United Kingdom citizenship without the impediment of the Commonwealth Immigrants Act for Gibraltarians, and the inclusion of Gibraltar within the territorial definition of the United Kingdom. Major Peliza heads a coalition Government formed after the 1969 elections at which his party, the Integration with Britain Party, and the

Isola group of Independents together won eight of the fifteen elected seats in the House of Assembly. Sir Joshua Hassan, the leader of the opposition Association for the Advancement of Civil Rights with which the Gibraltar Labour Party is associated, was reported to have said that Gibraltar's relationship with the United Kingdom must continue to be based on mutual trust and respect and that no solution motivated by fear or despair could ever succeed.

Motion on United Kingdom citizenship for Gibraltarians and talks between Gibraltarians and United Kingdom officials

14. A motion was passed in the Gibraltar House of Assembly on 31 October 1969 calling upon the Gibraltar Government to initiate talks with the United Kingdom Government with a view to securing "real" United Kingdom citizenship for Gibraltarians. The motion was passed by eight government votes in favour with nine abstentions (the seven members of the opposition and the two ex officio members who refrain from political involvement). Sir Joshua Hassan, the leader of the opposition, had proposed an amendment to retain the status of Gibraltarian as defined in the local Gibraltarian Status Ordinance, enacted in 1962.

15. Speaking at a press conference in London on 28 November 1969, before engaging in a round of talks with United Kingdom officials, Major Peliza, the Chief Minister of Gibraltar, said that his Government's aim was to work for the full integration of Gibraltar with the United Kingdom. He said that he would even be prepared to see Gibraltarians pay the same taxes as those paid in the United Kingdom.

16. The following passage, contained in a joint communiqué issued at the conclusion of the talks on 8 December, gave the United Kingdom Government's position in regard to the question of United Kingdom citizenship raised by Major Peliza and his colleagues:

"The Foreign and Commonwealth Secretary took note of the views expressed by Gibraltar Ministers and reaffirmed Her Majesty's Government's assurances to the people of Gibraltar in the preamble to the Order-in-Council embodying the 1969 Gibraltar Constitution. He undertook to consider the resolution on citizenship recently adopted by the Gibraltar House of Assembly, while holding out no prospect at this time that amendments to United Kingdom legislation concerned would be possible. The Gibraltar Ministers accepted that, in accordance with previous assurances by Her Majesty's Government there are in practice no obstacles in the way of Gibraltarians who wish to do so coming to the United Kingdom under the Commonwealth Immigrants Act."

17. The talks, which took place from 2 to 8 December under the chairmanship of Lord Shepherd, Minister of State at the Foreign and Commonwealth Office, were attended by the Governor, Sir Varyl Bigg, the Chief Minister, Major Robert Peliza, the Gibraltarian Minister for Labour and Social Security and for Information, Port Trade and Industries, Mr. M. Xiberras and Major Gache, as well as the Financial and Development Secretary, Mr. E.H. David. The talks were mainly devoted to economic matters (see paragraph 22 below).

3. ECONOMIC CONDITIONS

General

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

19. Efforts to broaden the Territory's economic base have been directed primarily towards the development of tourism and, as reported previously, have included the investment of £30,000 in the construction of beach and other tourist facilities (A/7523/Add.4, chapter XI, annex, paras. 27-36). In addition, at the end of 1968, several ambitious construction programmes were announced, involving expenditures of nearly £900,000, mainly for the expansion of hotel accommodations. Although the progress of these construction programmes was adversely affected by the withdrawal of Spanish labour in June 1969, it was reported that building was slowly progressing and that, by January 1970, several projects had been completed or were in progress. The most noteworthy development was the completion of a large tourist complex on the eastern coast, known as the Both Worlds-Sandy Bay holiday centre, comprising 140 suites (each with kitchen and bathroom) with 420 beds. The centre has its own supermarket, restaurant, bars, beauty salon and laundrette. Additional hotel accommodation was also being provided by extensions to the Rock Hotel and the Caleta Palace Hotel. Work had also begun on the construction of a new 500-bed hotel, which was being built by the Gibraltar Government. It will be recalled that these projects were being financed largely by loans from the United Kingdom Government.

20. According to newspaper reports, the 1969 winter season was not favourable for the tourist industry in Gibraltar. In January 1970, it was reported that only one of the six major hotels had had an increase in bookings compared with the preceding year and that the others had occupancy rates ranging from 8 to 31 per cent of available rooms. In a statement made in the United Kingdom House of Lords on 10 February 1970, Lord Shepherd said that despite the winter fall in tourism, bookings for the summer were reported to be satisfactory. He further announced that, starting in April 1970, a Viscount aircraft would replace the older Dakota aircraft on the service between Gibraltar and Tangiers operated by Gibair. This has now been introduced.

21. Public revenue for 1968 totalled £2,493,106, the main source being customs and excise taxes. Expenditure for 1968 totalled £2,822,881, the largest item being social services (including rehousing and town planning) amounting to £1,319,311. Expenditure on public works and tourist development projects was £262,463 and £184,899 respectively. Expenditure of a capital nature was financed through the Improvement and Development Fund. During the year 1968, the Fund received £415,596, while expenditures met out of the Fund were £422,415, which was included, duly apportioned, in the total expenditure quoted above.

Announcement of further United Kingdom aid to Gibraltar

22. At the conclusion of talks held in London during the first week of December 1969 (see paragraphs 15-17 above) it was announced in the joint communiqué issued on 3 December 1969 that the United Kingdom Government would give aid to Gibraltar worth about £4 million over the next three years and would make a further grant of £100,000 in 1970, in addition to a similar sum previously granted, in order to help Gibraltar meet special expenditures incurred as a result of the Territory's current difficulties. The relevant details in regard to United Kingdom aid to Gibraltar as contained in the above-mentioned joint communiqué were as follows:

"The Gibraltar representatives tabled a comprehensive development programme for the three years 1970 to 1973 drawn up with the object of counteracting the economic difficulties resulting from the Spanish restrictions and in the light of the recent report of the Manpower Mission (Lords Beeching and Delacourt-Smith). After full discussion it was agreed that Her Majesty's Government would assist the Gibraltar Government to carry out their development programme in the following ways.

"The British Government will support Gibraltar's proposals for about a further 750 housing units in addition to the current housing programme. The Gibraltar Government have expressed particular satisfaction that the British Defence Secretary is making available for this purpose, without charge to Gibraltar, the greater part of the Viaduct reclamation site which is the property of his Ministry.

"The British Government will finance the immediate construction of a hostel for temporary immigrant labour which is vital to Gibraltar at this time.

"Discussions took place on the Gibraltar Government's proposals to turn to a system of comprehensive secondary education, and the British Government will support this, subject to further details becoming available.

"Money will be provided for a schools sports centre, for additional medical facilities and for port development. The British Government will also assist appropriate schemes for tourist development. These will include a number of amenities which will be available for the people of Gibraltar as well.

"To achieve this development programme the Government of Gibraltar have asked for expert advice in a number of fields and the British Government will make this available under technical assistance arrangements.

"The cost of British support for this programme in the next three years is expected to be about £4 million exclusive of technical assistance.

"The Gibraltar Ministers indicated that owing to Gibraltar's present difficulties a deficit on the ordinary budget was forecast for 1970 and that they had in mind to introduce into the House of Assembly measures to increase revenue from local sources in order to help bridge this gap.

In these circumstances Her Majesty's Government are willing to assist Gibraltar to meet special expenditure attributable to the consequences of Spanish restrictions by making available a further sum of £100,000 in addition to the £100,000 previously provided to the same end."

4. SOCIAL CONDITIONS

Public health

23. Recurrent expenditure on public health in 1968 was estimated at £308,829, an increase of £27,739 compared with the previous year. The government hospital services of the Territory consisted of the following four hospitals: (a) St. Bernard's Hospital, with 110 beds, which provides a comprehensive out-patient service and in-patient treatment for acute medical and surgical cases, as well as a maternity section and a ward for elderly sick patients with a small isolation unit; (b) King George V Hospital, with 60 beds, catering for chest and heart diseases and other medical cases including tuberculosis patients; (c) St. Joseph's Hospital, with accommodation for 60 patients, which provides treatment for mental diseases; and (d) the Infectious Diseases Hospital, with 10 beds, which is maintained in fulfilment of the requirements of the International Sanitary Conventions for Maritime and Aerial Navigation.

Housing

24. Public expenditure on housing amounted to £257,000 in 1968, of which £186,700 was granted by the United Kingdom Government. Construction work totalling £1,723,000 was in progress at the end of the year. One hundred and eighty-five apartment dwelling units were completed during 1968, and another 230 were in the course of construction at the end of the year. It was estimated that almost £7 million had been spent on housing since 1945 when the government housing programme was initiated. In the private sector, 169 apartment dwelling units were completed, 156 of which were in new blocks, the largest being of 52, 30 and 40 units respectively. The 13 other flats were provided in additional floors to existing buildings or as a result of alterations to internal layouts. giving increased accommodation with improved sanitary facilities.

25. It was reported in January 1970 that building was slowly progressing in spite of the shortage of labour. Apart from construction connected with the tourist industry (see paragraph 20 above), new buildings completed included an office block in the city, houses and blocks of apartments as service quarters, and also a housing development constructed by the City Council at a cost of £1 million. Some indication of future building activity was given on 8 December 1969 when the United Kingdom Government announced (see paragraph 22 above) that the Viaduct reclamation area, hitherto a Ministry of Defence site, would be made available for housing, and promised financial aid for various schemes, including the construction of 750 new housing units. In view of the acute shortage of labour, it was proposed to utilize mass-produced prefabricated units which could be erected quickly. The Gibraltar government architect was reported to have visited the United Kingdom in January 1970 to inspect such housing units.

5. EDUCATIONAL CONDITIONS

26. Expenditure on education in 1968 totalled £285,677, of which £20,245 was furnished by the United Kingdom and the remainder from territorial revenue. Of the total, recurrent expenditure amounted to £257,380, an increase of nearly £25,000 over the original estimate, and extraordinary, or capital, expenditure amounted to £28,297. The revised estimate of total expenditure on education for 1969 is £298,427.

27. Developments during 1968 included the construction of the new Lourdes Secondary Modern School and the extension of the St. Anne's Primary School, both in the Glacis area, which were completed early in the year at a cost of £19,250 and £995 respectively. Minor works and improvements to other schools cost an additional £3,194.

28. At the end of 1968, the schools had an enrolment of 5,072 children of whom 3,268 were attending twelve government and three private primary schools. Of the remainder, 1,758 pupils were enrolled at two selective grammar schools (572 pupils), four secondary modern schools (1,106 pupils), a separate commercial course at St. David's School (44 pupils) and private schools (36 pupils). In addition, 25 boys and 21 girls were enrolled in the sixth form.

29. The schools were served by 227 full-time teachers, of whom 130 had completed a course of teacher-training and 97 had received secondary education.

30. On 1 January 1969, the British Ministry of Defence assumed responsibility for the primary education of the children of personnel of the armed services in Gibraltar. Two additional primary schools are planned for this purpose; the first of these was opened in April 1969 and the second was scheduled for completion by April 1970.

CHAPTER XI
FRENCH SOMALILAND^{1/}

A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 737th meeting, on 13 April 1970, the Special Committee, by approving the forty-seventh report of its Working Group (A/AC.109/L.623), decided, inter alia, to take up the question of French Somaliland as a separate item and to consider it at its plenary meetings.
2. The Special Committee considered the item at its 775th meeting, on 29 October 1970.
3. In its consideration of the item, the Special Committee, aware that the General Assembly at its twenty-fourth session had decided to postpone consideration of the question of French Somaliland to its twenty-fifth session, took into account the relevant provision of General Assembly resolution 2548 (XXIV) of 11 December 1969 on the question of the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. By paragraph 10 of that resolution, the Special Committee was requested by the General Assembly "to continue to seek suitable means for the immediate and full implementation of the Declaration in all Territories which have not yet attained independence, and in particular to formulate specific proposals for the elimination of the remaining manifestations of colonialism".
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex below) containing information on action taken previously by the Special Committee and the General Assembly, and on the latest developments in the Territory.

^{1/} Note by the Rapporteur: Terminology Bulletin No. 240 issued by the Secretariat on 15 April 1968 (ST/SC/SER.F/240) reads as follows:

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

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

5. The Special Committee also took into account the report of the Ad Hoc Group established by the Special Committee at its 740th meeting on 21 April 1970 (A/SCSC, annex II). The Group visited Africa during May/June 1970 for the purpose of establishing contact with representatives of national liberation movements from colonial Territories in that continent in connexion with the preparation of the analytical study and the suggested programme of action called for under the terms of General Assembly resolution 2521 (XXIV) of 4 December 1969 relating to the tenth anniversary of the Declaration on the Granting of Independence to Colonial Countries and Peoples. Included among the representatives of the national liberation movements who appeared before the Group during its visit to Addis Ababa was Mr. Aden Roble Awale, Secretary-General of Front de Libération de la Côte des Somalie (FLCS).

B. DECISION OF THE SPECIAL COMMITTEE

6. At its 775th meeting, following a statement by the Chairman (A/AC.109/PV.775), the Special Committee decided, without objection, to transmit to the General Assembly the working paper referred to in paragraph 4 above, in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives that the General Assembly might give in that connexion, to give consideration to the item at its next session.

ANNEX*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY	1 - 3
B. INFORMATION ON THE TERRITORY	4 - 46
1. General	4 - 7
2. Constitutional and political conditions.	8 - 30
3. Economic conditions.	31 - 40
4. Social conditions	41 - 45
5. Education.	46 - 47

* Previously issued under the symbol A/AC.109/L.649 and Add.1.

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

1. The question of French Somaliland now called the French Territory of the Affars and the Issas, a/ was first considered by the Special Committee and the General Assembly in 1966. Action taken by the General Assembly prior to 1967 consisted of the adoption of resolutions 2220 (XXI) of 20 December 1966 and 2350 (XXII) of 19 December 1967, the operative paragraphs of which are set out in the reports of the Special Committee to the General Assembly at its twenty-second and twenty-third sessions. b/ The Special Committee, having considered the item on several occasions in 1966 and 1967 adopted a resolution on 15 March 1967, which is set out in the Committee's report to the General Assembly at its twenty-second session (A/6700/Rev.1, chapter XII, para. 128).

2. In 1969, the Special Committee considered the item on 25 September. On the proposal of the representative of Ethiopia and following a statement by its Chairman (A/AC.109/PV.715), the Committee decided to transmit to the General Assembly the working paper prepared by the Secretariat which it had before it c/ in order to facilitate consideration of the item by the Fourth Committee, and subject to any directives which the General Assembly might wish to give in that connexion, to consider the item at its next session. Similar action had been taken by the Committee in 1963 (A/7200/Add.6, chapter XV, para. 5).

3. During its twenty-fourth session, the General Assembly decided without objection, on 16 December 1969, that consideration of the question of French Somaliland should be postponed to its twenty-fifth session.

a/ See Terminology Bulletin No. 240 (ST/CS/SER.F/240) issued by the Secretariat on 15 April 1963. See also A/7200/Add.6, chapter XV, annex, paras. 6 and 7, for details concerning the change of name.

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

c/ A/7203/Add.4, chapter XII, annex.

B. INFORMATION ON THE TERRITORY^{d/}

1. GENERAL

Physical Description of the Territory

4. Situated on the east coast of Africa between 39° 30' and 41° east longitude and between 11° and 12° 30' north latitude. French Somaliland covers an area of 25,000 square kilometres (8,900 square miles), most of which is desert or semi-desert. The Territory has common frontiers with Ethiopia to the north, west and south-west, and with Somalia to the south; its coastline is about 600 kilometres in length and runs from Ras Doumeira in the north to Loyada in the south. The terrain consists mostly of volcanic plateaus, bordered in places by sunken plains and lakes, some of which - Lakes Assal and Alol, for example - are below sea level. The Territory has no permanent surface watercourse. The climate is very hot during the major part of the year, averaging 65° Fahrenheit at Djibouti. Humidity is high near the coast but decreases in the interior. Precipitation is scarce and irregular, averaging less than 127 mm (5 in.) annually.

Population

5. The population is divided into the following four major groups: Afars or Denakil, comprising the Adchyaamara and the Asahyaamara; Issas, a Somali group comprising the Abgals, the Delols and the Wardiqs; Arabs, chiefly of Yemeni and Saudi Arabian origin; and Europeans.

6. According to Le Reveil de Djibouti of 11 March 1967, e/ the total population in March of that year was estimated to number 125,050 persons, classified as follows:

Issas	58,240
Afars	46,270
Europeans and <u>assimiles</u>	10,255
Arabs	6,285
Total	125,050

Of these, 28,430 Issas, 1,700 Afars, 2,600 Europeans and 5,120 Arabs were said to be classified as foreigners.

^{d/} Apart from what is contained in previous working papers prepared by the Secretariat, recent official data concerning the Territory are extremely scarce. Consequently, most of the information in this working paper has been derived from official sources, including newspaper reports and other published material.

^{e/} As quoted by V. Thompson and R. Adloff in Djibouti and the Horn of Africa, Stanford University Press, Stanford, California, p. 30.

7. The main centre is Djibouti which is reported to contain about half of the Territory's total population. Other centres are Obock, Tadjoura, Ali Sabieh and Dikhil.

2. CONSTITUTIONAL AND POLITICAL CONDITIONS

Status of the Territory

8. Under the Statute approved by the referendum of 19 March 1967, French Somaliland has the status of an Overseas Territory within the French Republic. The Territory is financially autonomous and it is represented in the French Parliament and in the Economic and Social Council.

Present structure of government

9. The present political structure of the Territory was established by a bill adopted by the French National Assembly on 13 June 1967, and by the French Senate on 20 June of that year. The bill was promulgated on 3 July 1967 and appeared in the Official Gazette of the French Republic on 4 July 1967 as "Law No. 67-521 of 3 July 1967 relating to the organization of the French Territory of the Afars and the Issas". It was promulgated in the Territory by decree No. 1379 of 5 July 1967 and appeared in the Territory's Official Gazette on 10 July 1967. The law provides that the organs of government and administration of the Territory are a Conseil de Gouvernement (Government Council) and a Chambre des Députés (Chamber of Deputies) in which equitable representation must be given to the various communities of the Territory (Articles 5 and 26). The main features of the two organs are described below.

(a) Government council

10. The Government Council consists of a President and between six to eight ministres du territoire (territorial ministers), chosen among the members of the Chamber of Deputies and elected by them. Since, as noted above, the composition of the Council must take into account the equitable representation of the various communities living in the Territory, the list of candidates (between seven and nine names) drawn up by the Chamber of Deputies has to reflect the above-mentioned representation.

11. The former constitutional arrangements provided that the Government Council was presided over by the Governor and that the Chief Minister held the office of Vice-President. Under the present Statute, the representative of the French Republic, now called the High Commissioner, plays no part in the proceedings of the Council; however, the Deputy High Commissioner may attend the meetings with the right to speak (article 16).

12. The Government Council manages the affairs of the Territory and is in charge of the public services. It draws up the budget estimates of the Territory and it alone has the initiative in regard to expenditure. It ensures and supervises the execution of the decisions taken by the Chamber of Deputies (article 20). In addition, under article 22, the Government Council is entrusted with the following: appointment of the heads of the territorial public services

and heads of circoscriptions (administrative districts): determination in consultation with the Chamber of Deputies of conditions of service for territorial civil servants and creation, elimination or modification of administrative districts; organization of chefferies (chiefdoms); regulation of urban and rural administrative policy and public health; granting of agricultural and forestry concessions, and mining concessions that do not fall within the competence of the French State; granting of public work concessions; establishment of priorities in the execution of public works; regulation of prices; statistics; and development of basic education. The Government Council also acts in an advisory capacity in regard to radio and television programmes.

13. Following the first elections for the Chamber of Deputies which were held on 17 November 1968, a Government Council was elected. Its composition, which was announced on 27 November 1968, was as follows:

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

(b) Chamber of Deputies

14. The Chamber of Deputies consists of thirty-two members, elected by direct universal suffrage for a term of five years. As in the case of the Government Council, the various communities of the Territory must enjoy equitable representation in the membership. The President is elected by the members.

15. The Chamber of Deputies holds two regular sessions a year, each of them called by the President of the Government Council. The duration of each regular session is limited to two months and the territorial budget has to be voted upon before 31 December of each year. An extraordinary session of the Chamber can be called by the President of the Government Council: (i) at the request of the High Commissioner; (ii) upon written request or at least two-thirds of the membership; or (iii) on the initiative of the President of the Government Council himself. The duration of an extraordinary session is limited to one month.

16. The competence of the Chamber of Deputies covers the following: public finances, including adoption of the budget and taxation; economic questions including development programmes, trade law, town planning and building, credit

and transport, social questions, including labour, social security and public health questions as well as primary, secondary, and technical education, and private law. The Chamber of Deputies can adopt regulations regarding the questions that fall within its purview (fifty-one in all), and it has the power to sanction any violation of the regulations by a term of imprisonment of up to five years and/or a fine of up to 100,000 francs. In financial matters, propositions and amendments cannot be presented to the Chamber unless they have the effect of cancelling or effectively reducing an item of expenditure, creating or increasing revenue, or ensuring the control of public expenditure. The Chamber of Deputies is empowered to question the responsibility of the Government Council by voting on a motion of censure, provided the motion has been signed by at least nine deputies. In the event such a motion is adopted by an absolute majority of the members, the Government Council automatically ceases to exercise its functions. The President of the Council, with the agreement of the other members, may also table a motion of confidence which, if rejected by an absolute majority of the members of the Chamber, requires the resignation of the Government Council. The Government Council has the right to request the High Commissioner to propose to the French Government the dissolution of the Chamber of Deputies. In the event of dissolution, new elections must take place within two months.

17. In the first elections to the Chamber of Deputies, held on 17 November 1969, twenty-five lists, comprising ninety-nine candidates, were presented in the four electoral districts of the Territory: the largest number of contestants were in the districts of Djibouti (fifteen lists) and Ali Sabieh (six lists), whereas only two lists were presented in the district where most of the inhabitants were Afars. Candidates of the Parti du progrès et de la défense des intérêts du Territoire Français des Afars et des Issas, headed by Mr. Ali Aref Bourhan, won twenty-three out of the total of thirty-two seats. The three seats representing the district of Ali-Sabieh went to candidates of the Union démocratique Issa, while the remaining six seats went to a new party, the UPA, headed by Mr. Hassan Gouled. Ethnically, the Chamber consists of 10 Afars, 11 Issas (including the 6 opposition deputies), 4 Europeans and one Arab.

18. The first regular session of the Chamber of Deputies for 1970 opened on 14 April at Djibouti. The agenda for the session was reported to include the study of various projects relating to the reorganization of territorial services as well as the options included in the Sixth Plan concerning the Territory.

(c) The High Commissioner

19. The French State is represented in the Territory by a High Commissioner who is appointed by decree of the French Council of Ministers. The High Commissioner is assisted by a deputy. He promulgates the laws and decrees after informing the Government Council and, subsequently, ensures their execution. The High Commissioner is charged with ensuring the respect of public freedoms and individual and collective rights. He ensures the legality of the acts of the territorial authorities and, in this connexion, the decisions of the Chamber of Deputies and of the Government Council must be communicated to him before being executed by the President of the Government Council, or before being published or implemented. Within ten days of the date of such communication, he may require the Chamber of Deputies or the Government Council to give a second reading or further consideration to the text in question. This request cannot

be denied (article 44). Finally, the High Commissioner may request the French Minister in charge of Overseas Territories to ask the French Conseil d'Etat to annul by decree any of the acts of the territorial authorities on grounds of lack of competence, excess of power violation of the law. The French Minister in charge of Overseas Territories is also empowered to take such action.

20. The French Council of Ministers appointed Mr. Dominique Ponchardier as High Commissioner of the Territory on 5 February 1969. The former High Commissioner, Mr. Louis Saget, had been appointed on 3 July 1967. Mr. Ponchardier took up his duties on 7 March 1969.

(d) Competence of the French State

21. The competence of the French State covers all the fields not specifically assigned to the Chamber of Deputies and the Government Council. Article 38 of the law provides that such competence covers the following:

- external relations and control of immigration
- external communications, including air, sea, postal and telecommunication services
- defence, including general security, law and order, civil defence, and strategic commodities
- currency, treasury, credit, foreign exchange and trade
- matters relating to citizenship and organization and control of vital statistics
- matters of general law relating to the statut civil de droit commun (personal statute)
- matters pertaining to the creation, organization and competence of the courts, other than those relating to droit privé traditionnel (customary private law)
- radio and television services

22. Under article 39, the French State also retains its rights concerning the use of the airport and port of Djibouti, both of which are still subject to the provisions of article 15 of the treaty of 12 November 1959. The French Minister in charge of Overseas Territories appoints a delegate to the territorial authorities responsible for the administration of the port; the Territory may participate in the administration of the airport.

Political parties

23. Information on political parties in the Territory is contained in a previous working paper prepared by the Secretariat (A/6700/Rev.1, chapter XII, paras. 26-32).

24. On 15 December 1969, it was reported in a communiqué issued by the French Ministry for Overseas Departments and Territories that four leading members of the Front de Libération de la Côte des Somalis had returned voluntarily to the

Territory since 3 November 1969. These members were reported to be Messrs. Samod Farah Khaire, Roble Bouraleh Diraleh, Djama Mahmoud Sultan and Hassan Osmane Aden.

Future of the Territory

25. Speaking at a public meeting held in Mogadishu on 1 July 1970, on the occasion of the tenth anniversary of his country's independence, the President of the Somali Supreme Revolutionary Council, Major General Mohamed Siad Barre, stated that his Government welcomed the atmosphere of co-operation and harmony between the Somali people and the French authorities in French Somaliland. He added, however, that this atmosphere should lead to the independence of that Territory. In this context, the President expressed the opinion that the people of the Territory must be given an opportunity to exercise their right to self-determination in a free and democratic manner, without any pressure or interference from any quarter or any country, no matter what vital interests that country might claim to have in shaping the future of French Somaliland. In this connexion, the President pointed out that in view of the fact that his country had renounced its claim over French Somaliland, it could not under any circumstances allow any other country to demand the annexation of that Territory. The Government of the Somali Democratic Republic would spare no efforts and would explore all avenues to create an everlasting friendship with France in all fields of co-operation, and it would also strive to make a positive contribution towards achieving the true independence of the people of French Somaliland.

Reported incidents in 1969 and 1970

26. According to Radio Djibouti, monitored in Aden on 19 May 1969, a series of explosions were said to have interrupted traffic on the railway linking Addis Ababa with Djibouti. These explosions, one in the main Djibouti station and the other at a junction three and three-quarter miles away were reported to have been the work of Eritrean insurgents and directed against Ethiopia. A third explosion was said to have occurred at the Ethiopian diplomatic mission.

27. On 24 January 1970, two hand grenades were thrown onto the terrace of the restaurant, Le Palmier en zinc, in the centre of Djibouti, wounding eighteen persons. One of the grenades exploded on the terrace while the other set fire to a car. Those wounded were reported to be four Israelis, one Greek and thirteen Frenchmen, of whom eight had to be hospitalized. Several persons were arrested in connexion with the incident. At the same time, a number of leaflets signed by the Front de libération de la Côte des Somalis were distributed in the African quarters of the city calling upon the inhabitants to rise up against the authorities.

28. On the same evening, a grenade was reported to have been thrown at the home of the administrator of Ali-Sabieh, 100 kilometres from Djibouti, but there were no injuries.

29. Statements disavowing and expressing disapproval of the grenade attack in Djibouti were issued by the Somali Consul in Djibouti and by the Somali Embassy in Paris immediately after the incident.

30. On 23 June 1970, one Omar Elmi Khairie, the reported leader of the grenade attack against the restaurant, was sentenced to life imprisonment with hard labour by the Djibouti criminal court. In his defence, he reportedly claimed that he had been acting for the Front de libération de la Côte des Somalis. Six other persons who had been arrested in connexion with the incident were given prison terms ranging from one year to ten years.

3. ECONOMIC CONDITIONS

Agriculture

31. In a country notable for its extreme aridity and torrid climate, where 90 per cent of the surface is covered by desert and where irrigation cannot be practised on a wide scale, agriculture offers only scant possibilities. In fact, with a cultivable area estimated at not more than 6,500 hectares, date culture and market gardening are the only two activities in the Territory that may properly be described as agricultural.

32. In the late 1960's, the annual yield of the some 25,000 date palms of the Territory was estimated at about 200 tons, produced mainly at Ambouli and Dikhil where water is available. There is some gardening at Ambouli and most of the production - 100 to 300 tons of fruit and vegetables - is sold at the Djibouti market.

Animal husbandry and fishing

33. Some 25,000 camels, 700,000 sheep and goats, and 15,000 cattle constitute the pastoral resources that graze the generally poor pasture lands of the Territory. These herds belong to the 40,000 odd local nomadic herdsmen, for whom they constitute a source of food and a capital.

34. In recent years efforts were reported to have been made by the Administration to improve the conditions of nomadic life by a programme of well-digging and the introduction of new fodder crops. In the early 1960s an expert of the Food and Agriculture Organization of the United Nations (FAO) was asked to make an inventory of the Territory's pasture lands. His recommendations included rotation in the use of pastures and their preservation against over-grazing in those plains where good grass is abundant. He also recommended that fodder reserves be created. It was reported that this had now been accepted as a long-term project and included in an over-all programme to encourage the nomadic population to adopt a sedentary way of life.

35. Fishing in the Territory is reported to be limited and is practised at only a few places along the coast. Operations are generally on an individual basis, most of the catch is consumed locally and only part of it is dried to be sold in the Djibouti market. Several missions were sent by various private French and foreign companies to study the Territory's fishing potential, and in 1965 a French expert arrived at Djibouti to devise fishing techniques and tackle. Refrigerated storage space has been built at Djibouti, a lobster hatchery at Obock and a fish-drying plant at Tadjoura.

Mineral resources

36. In addition to salt, which is known to exist in huge quantities near Djibouti and on the banks of Lake Assal, f/ minerals believed to exist in the Territory include gypsum, mica, amethyst and sulphur. Limited exploration has also shown evidence of small deposits of iron, copper and a few other ores.

Trade

37. As in former years, the economy of the Territory continues to depend largely on its external trade. Internal trade remains negligible owing to the lack of indigenous resources and the limited number of consumers.

38. Imports consist mostly of textiles and other manufactured consumer goods, coal, cement and sugar; these were valued at 6,713 million FD (Djibouti francs) in 1967, g/ compared with 6,038 million FD in 1966 and 6,257 million FD in 1965. Exports can be divided into four main categories: local products (chiefly hides and skins); Ethiopia's shipments in transit (coffee, livestock); goods unloaded for transshipment; and supplies for shipping (water, fuel, food). In 1967, exports were valued at 604 million FD compared with 565 million FD in 1966 and 219 million FD in 1965.

39. The port of Djibouti is connected to Addis Ababa by a railway and serves the Ethiopian hinterland. In 1967, the port was reportedly equipped with 1,800 metres of quays, nine piers available to ships drawing up to thirty-four feet, nine kilometres of rail tracks, a refrigerating plant, reservoirs for the distribution of 200,000 tons of drinking water a year to ships and a fuel storage tank with a capacity of 190,000 metric tons. In the same year, 2,187 vessels of an aggregate tonnage of 9 million tons entered at Djibouti, unloading 190,746 tons and loading 90,048 tons of merchandise.

40. The port was severely hit by the closure of the Suez Canal and it was reported that, within a few months, traffic had declined by about 75 per cent, causing a revenue deficit of 93 million FD at the end of 1968. During a visit to the Territory on 2 and 3 April 1969, the French Secretary of State for Overseas Departments and Territories, Mr. Inchauspé, stated that the French Government had contributed 1,300 million FD for the extension of the Djibouti port facilities. However, the President of the Territory's Government Council, Mr. Ali Aref, reported at the opening session of the Territory's Chamber of Deputies on 14 April 1970 that the Territory was still suffering from the financial consequences of the closure of the Canal.

f/ The exploitation and marketing of the Territory's salt resources by the Société des Salines du Midi et de Djibouti (the former Société des Salines) were reportedly discontinued in the mid-1950s.

g/ Fifty-five FD (Djibouti francs) equals approximately one French franc; 300 FD equals **approximately** \$US1.00.

4. SOCIAL CONDITIONS

Labour

41. Since many of the inhabitants are nomads and because there is also a large floating foreign community, the size of the Territory's active population cannot be determined with a reasonable degree of accuracy. In addition, the labour force, considered at any given time, can be said to contain numerous individuals who are only temporarily employed and who do not normally take part in the money economy.

42. Most of the wage-earning population is reported to be concentrated in Djibouti where the main labour markets are the port and the Djibouti-Addis Ababa railway. Other markets are the administration, the building and public works industries and the trading companies.

43. During his visit to the Territory (see paragraph 40 above), the French Secretary of State for Overseas Departments and Territories stated that the French Government had contributed 570 million FD towards the salaries of local civil servants.

Public health

44. In recent years, the Territory reportedly has had no occurrences of smallpox or yellow fever; leprosy is a rare disease and amoebic dysentery and bilharziasis are unknown. Malaria is said to have been almost totally eliminated from the rural areas, and measures have reportedly been taken by the Administration to cope with the problem of tuberculosis.

45. The main hospital at Djibouti has 600 beds; it is equipped with several operating rooms and laboratories, and it provides pharmaceutical and dental services as well as general medical and surgical services. In the interior of the Territory, several multi-purpose dispensaries provide medical care to the inhabitants, and medical posts exist at As Ela, Dorra, Holhol, Yoboki and Randa. In addition, the Territory's two mobile teams were reported to have been reorganized and re-equipped so as to enlarge the radius of their activities.

5. EDUCATION

46. Education in the Territory is provided by both religious and secular institutions. Public primary education is financed by the territorial budget and mission schools receive financial aid from the Administration. Education is free but not compulsory. Primary and secondary education is given in both types of institutions, and technical and commercial classes are reportedly offered by some of them as well as by the Djibouti Chamber of Commerce and a centre de formation préprofessionnelle (centre for pre-vocational training).

47. In 1966/67 the number of pupils enrolled in state and mission primary schools was reported to be 5,698, including about 1,000 girls, and teachers were said to number 136, including 100 trained teachers. The attendance at the Djibouti lycée was reported to be 604 students, with a faculty of 27 professors. The above-mentioned pre-vocational training centre had a student body of about 200.

CHAPTER XII
(A/8023/Add.5 (Part I))

FIJI

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
A. CONSIDERATION BY THE SPECIAL COMMITTEE	1 - 7	66
B. DECISION OF THE SPECIAL COMMITTEE	8	67
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT		68

CHAPTER XII

FIJI

A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 737th meeting, on 13 April 1970, the Special Committee, by approving the forty-seventh report of its Working Group (A/AC.109/L.623), decided inter alia to take up the question of Fiji as a separate item and to consider it at its plenary meetings, it being understood that the Sub-Committee on Fiji which it had established during 1967 "to visit Fiji for the purpose of studying at first hand the situation in the Territory and to report to the Special Committee", would continue its work.
2. The Special Committee considered the question of Fiji at its 742nd and 771st meetings, on 12 May and 6 October 1970.
3. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see the annex to this chapter) containing information on action previously taken by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territory.
4. At the 742nd meeting, on 12 May, the Chairman of the Sub-Committee on Fiji (A/AC.109/PV.742 and Corr.1) stated inter alia that in the course of its work, the Sub-Committee had been in contact with representatives of the administering Power with a view to implementing its mandate. Although it had not been possible to make arrangements for a visit to the Territory, as envisaged by the Special Committee, members of the Sub-Committee were following the situation in Fiji with interest. The members of the Sub-Committee had authorized him to make the following oral report:

"The Sub-Committee on Fiji has noted recent developments relating to the Territory, in particular the Constitutional Conference held in London from 20 April to 5 May 1970, and welcomes the agreement which has been reached between representatives of the people of the Territory and of the administering Power, setting out, inter alia, the date of 10 October 1970 for the independence of Fiji.

"The Sub-Committee has noted with satisfaction the presence in New York of the Chief Minister of Fiji, His Excellency Ratu Sir Kamisese Mara, and of the Leader of the Opposition, the Honourable Mr. S.M. Koya, and would recommend that the Special Committee invite these distinguished visitors to address the Committee."

5. Subsequently, at the same meeting, statements were made by the Chief Minister of Fiji and by the Leader of the Opposition, who then replied to questions put to them by representatives of Sierra Leone, Mali, Yugoslavia and Bulgaria. Statements were also made by the representatives of the United Republic of Tanzania, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and India, as well as by the Chairman (A/AC.109/PV.742 and Corr.1).

6. At the 771st meeting, on 6 October, the Chairman of the Sub-Committee on Fiji (A/AC.109/PV.771) made the following oral report to the Special Committee:

"Members of the Special Committee will recall that at the 742nd meeting of the Committee, the Chief Minister of Fiji, Ratu Sir Kamisese Mara, and the Leader of the Opposition, Mr. S.M. Koya, appeared before the Special Committee and gave an account of recent political developments, affecting the future status of the Territory. Subsequently, legislative measures have confirmed the agreement reached between political leaders of the Territory, which will now accede to independence on 10 October 1970.

"In the light of these events, members of the Sub-Committee on Fiji recommend that the Special Committee, by taking note of this oral report, should decide to dissolve the Sub-Committee on Fiji. Members of the Sub-Committee felt that this step would not affect the Special Committee's position with regard to the general question of dispatching visiting missions in order to provide the United Nations with first-hand information on conditions obtaining in Non-Self-Governing Territories.

"Members of the Sub-Committee have asked me to express their satisfaction that Fiji will now attain its independence. The Sub-Committee sends to the people of Fiji its best wishes for the future development of their country in peace and prosperity."

7. At the same meeting, statements were made by the representative of the Union of Soviet Socialist Republics and by the representative of the United Kingdom as the administering Power, concerned as well as by the Chairman (A/AC.109/PV.771).

B. DECISION OF THE SPECIAL COMMITTEE

8. At its 771st meeting, the Special Committee, on the proposal of its Chairman, decided, in noting the report of the Sub-Committee on Fiji referred to in paragraph 6 above, to take note with satisfaction that Fiji is to achieve on 10 October 1970 the goals laid down for colonial Territories in the Charter of the United Nations and the Declaration on the Granting of Independence to Colonial Countries and Peoples, and to conclude its consideration of the item.

ANNEX*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY	1 - 6
B. INFORMATION ON THE TERRITORY	
1. General	7 - 8
2. Political and constitutional developments.	9 - 57
3. Economic conditions.	58 - 156
4. Social conditions	157 - 174
5. Educational conditions	175 - 184

* Previously issued under the symbol A/AC.109/L.631 and Add.1.

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

1. The Territory of Fiji has been considered by the Special Committee and the General Assembly since 1963. The Special Committee's conclusions and recommendations concerning the Territory are set out in its report to the General Assembly at its eighteenth, nineteenth, twenty-first and twenty-second sessions. ^{a/} The General Assembly's decisions concerning the Territory are contained in resolutions 1951 (XVIII) of 11 December 1963, 2068 (XX) of 16 December 1965, 2185 (XXI) of 21 December 1966 and 2350 (XXII) of 19 December 1967.

2. In accordance with the resolution adopted at its 463rd meeting, on 7 September 1966 (A/6300/Rev.1, chapter VIII, para. 120) and with General Assembly resolution 2185 (XXI) of 12 December 1966, the Special Committee established a sub-committee, in September 1967, to visit Fiji "for the purpose of studying at first hand the situation in the Territory and to report to the Special Committee...."

3. In a letter dated 28 August 1967 (A/AC.109/261), addressed to the Chairman of the Special Committee, the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations stated, inter alia, that his Government did not regard a visit to Fiji by the Sub-Committee as necessary and was unable to agree to it. At its 561st meeting, on 5 September 1967, the Special Committee adopted a resolution in which it, inter alia, deeply regretted the negative attitude of the administering Power and urgently appealed to it "to reconsider its decision in order to facilitate the work of the Special Committee".

4. In its reports to the Special Committee in 1968 and 1969,^{b/} the Sub-Committee on Fiji regretted that, owing to the continued refusal of the administering Power to enable the Sub-Committee to visit the Territory, it had not been possible to discharge the tasks entrusted to it in the resolutions of the General Assembly and of the Special Committee.

5. At its 719th meeting, on 21 October 1969, similarly to its decision taken at its 643rd meeting, on 14 October 1968, the Special Committee decided to take note of the report of the Sub-Committee on Fiji and to submit to the General Assembly the working paper concerning Fiji prepared by the Secretariat (A/7623/Add.5 (Part I), chapter XIII, annex I), in order to facilitate consideration of the question of Fiji by the Fourth Committee and, subject to any directives the General Assembly might give in that connexion, to give consideration to the item at its next session.

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

^{b/} A/7200/Add.7, chapter XVI, annex II; A/7623/Add.5 (Part I), chapter XIII, annex II.

6. At its 1851st plenary meeting, on 12 December 1969, the General Assembly, on the recommendation of the Fourth Committee, c/ decided - similarly to the decision taken at its 1747th plenary meeting, on 18 December 1968 - to postpone consideration of the question of Fiji to its twenty-fifth session. In making the recommendation, the Fourth Committee noted that, subject to any directives which the General Assembly might give in that connexion, the Special Committee had decided to give consideration to the question at its next session (A/C.4/SR.1865).

c/ Official Records of the General Assembly, Twenty-fourth Session, Annexes, agenda item 66, document A/7856.

B. INFORMATION ON THE TERRITORY^{d/}

1. GENERAL

7. The Territory of Fiji, with a total area of 7,055 square miles, comprises about 844 islands and islets including numerous atolls and reefs, scattered over some 90,000 square miles of ocean. About 100 islands are permanently inhabited. The largest islands are Viti Levu (4,010 square miles) and Vanua Levu (2,137 square miles).

8. At the end of 1968, the population was estimated to be 512,062, compared with 497,023 at the end of 1967. The composition of the population for these two years was reported by the administering Power to be as follows:

<u>Race</u>	<u>1967</u>	<u>1968</u>
Fijian	209,085	214,948
Indian	250,037	256,152
European	10,063	12,284
Part European	9,933	10,128
Chinese	5,274	5,388
Other Pacific races	12,631	13,162
	<u>497,023</u>	<u>512,062</u>

2. POLITICAL AND CONSTITUTIONAL DEVELOPMENTS

Constitution

9. The present Constitution of Fiji, promulgated in September 1966, provides for a Governor, a Council of Ministers and a Legislative Council. The Council of Ministers is appointed by the Governor. The Constitution empowers the Governor to appoint not more than four public officers to the Council of Ministers and such number of elected members of the Legislature as the Crown may direct by instructions. The responsibility for defence, external affairs, internal security and the public service is vested in the Governor. Subject to certain exceptions, the Governor is obliged to consult and act in accordance with the advice of the Council of Ministers. The Governor may act against the advice of the Council of Ministers in certain circumstances but must obtain the approval of the United Kingdom Secretary of State or report his action and his reasons to him.

10. The Legislative Council comprises not more than four official and thirty-six elected members. Of this latter number, nine Fijians, nine Indians and seven general members are elected on three communal rolls. In addition, two Fijian

^{d/} This section is based on published reports and on information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter on 19 September 1969 for the year ending 31 December 1968.

members are elected by the Great Council of Chiefs. A further nine members are elected by a system of cross-voting under which seats are reserved in equal proportions for members of these three groups. These are elected by people of all races voting together. Elections are held on the basis of universal adult suffrage.

11. Subject to the restrictions imposed by the Colonial Laws Validity Act, 1865, and by any provisions of the Constitution itself, such as a Bill of Rights, the Constitution gives the Legislative Council full power to make laws on any subject. Under the Constitution, bills may not be introduced without the consent of the Governor if their effect would be to impose taxes, increase expenditure or alter the terms and conditions of service of public officers.

General elections

12. The first general elections for a Legislative Council under the present Constitution were held in Fiji in 1966. Out of a population of approximately 474,000 there were 154,635 enrolled voters. For electoral purposes, the voters were divided among three communal rolls: Fijian, Indian and General.

13. The elections were the first to be fought mainly on party lines. The Alliance Party, which emerged as the strongest group with a total of twenty-two seats, gained all the Fijian communal seats, all but two of the general communal seats and all but one of the cross-voting seats. The Federation Party won all nine of the Indian communal seats. Independents gained three seats. About 90 per cent of the Indian electorate and over 80 per cent of the Fijian and general electorate voted.

Political parties

14. The two major political parties are the Alliance Party and the National Federation Party, formerly the Federation Party. In November 1968, the National Democratic Party, led by a former union leader, Mr. Apisai Tora, which was reported to have had the support of 5,000 Fijians, merged with the Federation Party which thereafter became known as the National Federation Party. No information is available concerning the present membership of either party.

15. The Alliance Party was formed in March 1966 and is made up of a multiracial combination of organizations such as the Fijian Association, the Fiji National Congress, the General Electors' Association, the Rotuman Association and associate members. Its stated aims are racial unity and progressive development under the direction of the United Kingdom Government. It believes that, whatever its form of government, Fiji should remain a member of the British Commonwealth. During the recent constitutional discussions (see para. 43 below), the Alliance Party favoured dominion status for Fiji, namely, full self-government with the Queen as constitutional monarch represented in Fiji by a Governor-General.

16. The National Federation Party claims to represent most of Fiji's Indian population. The platform of the party has called for early independence with an elected President as head of state, but as a member of the British Commonwealth, and demands a common-roll vote (i.e., one man, one vote) for all the people of Fiji. During the recent constitutional discussions the National Federation Party

restated its previously declared objectives. After discussion, however, it agreed that Fiji should proceed to dominion status. Mr. S.M. Koya, the Deputy Speaker in the Legislative Council, was elected as the leader of the National Federation Party to succeed Mr. A.D. Patel who died in October 1969.

17. There are also a number of other parties such as the National Political Organization of Fiji Indians, the Liberal Party, the Fijian Independent Party, and the Muslim Political Organization.

18. The National Political Organization of Fiji Indians was formed in November 1968. Mr. Vijay R. Singh, then Minister of Social Services and at present Minister of Commerce, Industry and Co-operatives, was elected president of its interim national executive committee.

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

20. According to a press release issued in May 1969, the newly formed Fijian Independent Party, headed by Mr. Kamineli K. Navatu, wants 55 per cent Fijian representation in the Legislative Council and a Fijian head of state. It proposes the continuance of the communal and cross-voting election systems "until all racial communities in Fiji are socially, economically and politically ready for a common roll"; which would come as a result of racial understanding and respect. The party advocates full internal self-government.

21. The Muslim Political Organization, headed by Mr. Mohamad Raja, claims that there are 50,000 Muslims in the Territory, for whom the present Constitution does not make any provisions. According to the party's secretary, Mr. A. Ali, the Muslims enjoyed some measure of political representation until the last constitutional changes in 1966, in the form of reservation of a seat for a nominated Muslim member in the Legislative Council. The party has stated that in order to protect Muslim traditions and culture, provision should be made for Muslims to have a proportional representation, according to population, in any upper house under the new constitutional proposals. The party has asked that it be given "some measure" of representation at any future constitutional talks between the Fiji and the United Kingdom Governments.

Judiciary

22. The courts of the Territory are the Fiji Court of Appeal, the Supreme Court and the magistrates' courts. The provincial and district courts were abolished at the end of 1968 (see paragraph 32 below).

23. The Supreme Court, which is a superior court of record, has jurisdiction to determine cases referred to it which involve interpretation of the Constitution. Within the Territory - it also has jurisdiction in Pitcairn Island - it exercises all the jurisdiction, powers and authority which are vested in or capable of being exercised by Her Majesty's High Court of Justice in the United Kingdom.

24. The High Court of Appeal has jurisdiction to hear and determine appeals from the Supreme Court and from the High Court of the Western Pacific (the Solomon Islands, the Gilbert and Ellice Islands and the British Court of the New Hebrides).

Local government

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

(a) Fijian Administration

26. The Fijian Administration is a rural local government system having jurisdiction over all Fijians in the Territory. Its structure has varied over the years but is currently governed by the Fijian Affairs Ordinance of 1944 as amended to suit changing conditions. The boards and councils comprising the Fijian Administration are constituted by regulations made under this ordinance.

27. At the apex of the Fijian Administration is the Great Council of Chiefs presided over by the Minister for Fijian Affairs and Local Government. The Council consists of thirty members elected from the fourteen provincial councils, the fourteen Fijian elected members of the Legislative Council, not more than seven members appointed by the Governor and not more than eight members appointed by the Minister for Fijian Affairs and Local Government. This Council considers legislation affecting the rights and welfare of Fijians that is referred to it by the Government and makes recommendations thereon. It also advises the Government on general matters relating to the welfare and good government of Fijians.

28. There is a Fijian Affairs Board, also presided over by the Minister for Fijian Affairs and Local Government. This board has the power to make regulations to be observed by all Fijians and also oversees the affairs of the fourteen provincial councils which are subject to general directions from the board. Using funds provided by subvention from the Government, which in 1968 totalled £F111,510, e/ the board maintains a central secretariat at its headquarters and a treasury which co-ordinates and assists the financial work of the provincial councils. It also trains and provides the senior administrative and accountancy staff of the provincial councils. In practice, the board's powers to make regulations are now seldom used in preference to encouraging individual provincial councils to make their own by-laws adapted to local circumstances.

29. For the purposes of the Fijian Administration, the Territory is divided into fourteen provinces, each with its own council. Elections to these councils from amongst residents and landowners of each province were conducted for the first time in 1967 on a full adult franchise amongst Fijians. These elections were held in ninety constituencies with the number of seats for each constituency being determined by the population. In addition, the Minister for Fijian Affairs and Local Government appoints a number of chiefs to each council but there is an elected majority on each council. The councils have broad powers to make by-laws, subject to confirmation by the Fijian Affairs Board, and also draw up their own

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

budgets, subject to the approval of the Minister. The present provincial councils were elected in 1967 and their term was due to expire late in 1969. New elections were expected to be held later that year.

30. The provincial councils have power to levy rates to raise their revenue. The type of rate levied is a personal rate upon all male Fijians registered as landowners in the province between the ages of twenty-one and sixty years. A start has been made, however, to change over to a system of land rating based on the unimproved value of Fijian-owned land in a province. A comprehensive programme of land valuation for this purpose is in progress and is expected to take three years.

31. The provincial councils have standing committees on health, agriculture, finance and staffing and education. They may also appoint other committees to facilitate their work and may co-opt members from outside the council if they so wish.

32. Under the reorganization proposals, the separate system of Fijian courts which heard cases arising out of Fijian Affairs Board regulations and provincial councils' by-laws is being gradually withdrawn. The Fijian magistracy was withdrawn from all provinces from December 1968, and the Judicial Department of the Government is now providing a Territory-wide coverage of courts both for criminal and civil matters for all races.

(b) Urban local government

33. The city of Suva is the largest urban centre and capital of Fiji. With a population of about 60,000, Suva is administered by a City Council consisting of six European, six Fijian and six Indian elected councillors and two councillors appointed by the Governor. For electoral purposes the city is divided into three wards. The city administers a budget of about £F1 million per annum, including the Suva electricity supply.

34. The next largest urban centre is the town of Lautoka in the Western Division which is the centre of the sugar industry. Like Suva, it is governed by the Local Government (Towns) Ordinance. It is administered by a council consisting of four European and four Indian elected councillors and two councillors appointed by the Governor. The population is 12,000 and the total budget about £F170,000.

35. There are six other urban areas in the Territory which are designated townships under the Townships Ordinance. Each township is administered by a township board of which the majority of members are elected on a common roll of ratepayers and residents. The number of seats varies with each board. Under the ordinance, the Minister for Fijian Affairs and Local Government may also nominate a number of members for each board.

Public service

36. The administering Power reports that as a result of a visit of Sir Richard Ramage in 1968 to advise on localization of the civil service (see A/7623/Add.5 (Part I), chapter XIII, paras. 27 and 28), a Director of Localization and Training has been appointed in the portfolio of the Chief Minister and localization of the civil service is being pressed forward.

37. The percentage of officers recruited overseas during recent years declined from 9.1 per cent in 1962 to 8.1 per cent in 1965. In 1967 it was 7.1 per cent and by 1968 it had reached 6.4 per cent.

38. The report of the Fiji Public Service Commission for the year 1968 states that although the decrease in the percentage of officers recruited overseas may at first sight seem somewhat small and insignificant, it must be set against the rapid expansion of the civil service - an increase of 47.6 per cent during the past six years.

39. The dual problem, according to the report, is the rapid expansion of the service and the insufficient number of qualified and suitable local candidates to fill the vacant posts, particularly those of a specialized nature in the professional and technical fields, where qualifications and suitability are essential, but experience may be even more important.

40. The rapidly increasing number of scholarships, however, and the grants for training courses are already making a considerable impact according to the report. During 1968, increasing numbers of posts have been filled by local officers and the pace is likely to quicken even more in 1969 and the coming years.

41. According to the report, the composition of the civil service at 31 December in the years 1962-1968, showing officers recruited both overseas and locally, and the races of all such officers (but excluding subordinate officers of the police force and prisons service) were as follows: f/

	Total overseas officers	European	Fijian	Indian	Others	Total local officers	Total local and designated officers
1964	470	385	2,458	2,014	213	5,070	5,540
1965	468	330	2,606	2,140	247	5,323	5,791
1966	473	367	2,835	2,396	242	5,740	6,213
1967	492	373	3,180	2,707	69	6,329	6,821
1968	462	359	3,453	2,825	98	6,735	7,197

Future status of the Territory

42. On 25 February 1970, the Legislative Council unanimously adopted a proposal by which it requested the United Kingdom Government to grant independence on the basis of dominion status as early as possible. The proposal was moved by the

f/ Figures for Europeans also include part-Europeans; figures for Fijians also include Rotumans and other Pacific Islanders; and figures for Others include Chinese.

Chief Minister, Ratu Sir Kamisese Mara, and seconded by the Leader of the Opposition, Mr. S.M. Koya. Speaking to the proposal, the Chief Minister expressed a wish, which was strongly supported, that the date for independence should be 10 October 1970. He thought, however, that this might not be possible in view of the many steps which had to be taken to prepare for independence. He commented that there were psychological and historic reasons for making the date 10 October 1970, including the fact that it will be the ninety-sixth anniversary of the date on which the Fijian Chiefs ceded their islands to Queen Victoria.

43. The request for independence followed talks held with the Chief Minister and the Leader of the Opposition by Lord Shepherd, United Kingdom Minister of State for Foreign and Commonwealth Affairs, who visited the Territory at the invitation of the two leaders between 26 January and 2 February 1970. During his visit Lord Shepherd was informed of the agreement on constitutional changes that had already been reached between the two parties.

44. In the report on his visit to Fiji for constitutional discussions, Lord Shepherd stated, inter alia:

"The representatives of the two parties explained to Lord Shepherd that they had begun discussions in August 1969 to consider further constitutional changes with the aim of identifying areas of agreement and disagreement and of finding a mutually acceptable settlement of those issues on which their parties differed.

"Realizing that consideration of a wide range of matters to be provided in any written constitution would be affected by the constitutional status aimed at, they had agreed that this issue should first be resolved.

"The National Federation Party had restated its previously declared objective which envisaged Fiji as an independent State with an elected President as Head of State, but as a member of the Commonwealth. The Alliance Party had favoured dominion status with all its implications, namely, full self-government with the Queen as Constitutional Monarch represented in Fiji by a Governor-General.

"After discussion, the two parties had agreed that Fiji should proceed to dominion status, i.e., that Fiji should become a fully sovereign and independent State with the Queen as Head of State and that Fiji should seek membership of the Commonwealth.

"The two parties had carefully considered the steps by which the new status should be achieved. On the proposal of the National Federation Party, and in view of the wide area of agreement between the two parties about a new constitution, they had agreed that Fiji should proceed to independence as soon as constitutional instruments could be drawn up after a constitutional conference and without an election before independence. They also agreed, however, that the constitutional instruments should provide for a general election not later than an agreed date after independence."

45. Within the framework described above, the report stated that the two parties had agreed, inter alia, to the proposals set out below.

(a) Governor-General

46. The Governor-General should be appointed by the Queen and should hold office during her pleasure.

(b) Parliament

47. Although the composition of the legislature and electoral system has not yet been decided, it was agreed that the Parliament would consist of two chambers - an elected Legislative Assembly (or Council) and an Upper House consisting of members nominated by the Council of Chiefs, one Rotuman, some members nominated by the Prime Minister and others nominated by the Leader of the Opposition. It was also agreed that "if at the constitutional conference these matters remained unresolved between the parties, Fiji should go into independence without an election and the first election should be held under the new Constitution on a formula approved and settled by the United Kingdom Government".

(c) The Executive

48. In regard to the Executive, the report stated the following:

"The executive authority of Fiji should be vested in Her Majesty and, subject to the provisions of the Constitution, be exerciseable on her behalf by the Governor-General or through officers subordinate to him.

"There should be a Cabinet, which should be collectively responsible to Parliament, consisting of a Prime Minister and such other ministers as the Governor-General may appoint. The Governor-General should appoint as Prime Minister the member of the Lower House who appears to him best able to command the support of the majority of the members of that House, and should appoint other ministers in accordance with the advice of the Prime Minister from among the members of the two Houses.

"The Governor-General should be empowered to remove the Prime Minister from office if a vote of no confidence in his Government is passed in the Lower House and he does not within three days resign or advise a dissolution, and also, following a general election, where the Governor-General considers that as a result of the election the Prime Minister will not be able to command a majority in the new Lower House. Any other minister should vacate office if the Governor-General revokes his appointment on the advice of the Prime Minister, if the Prime Minister goes out of office in consequence of a vote of no confidence or on the appointment of any person to be Prime Minister. The Prime Minister and any other minister should vacate office if he ceases to be a member of the Lower House or, as the case may be, either House otherwise than by reason of a dissolution, or if, at the first meeting of Parliament following a dissolution, he is not then a member of the Lower House or, as the case may be, either House.

"In the exercise of his functions the Governor-General should be required to act in accordance with the advice of the Cabinet or of a minister acting under the general authority of the Cabinet except in cases where the Governor-General is required by the Constitution to

act in accordance with the advice of, or after consultation with, some person or authority other than the Cabinet or in his own deliberate judgement.

"The Constitution should provide for the appointment of Assistant ministers in the same manner as ministers other than the Prime Minister and for assistant ministers to hold office on the same terms as such ministers.

"The Governor-General should be required to appoint as Leader of the Opposition the member of the Lower House who, in the Governor-General's judgement, is the leader of the largest opposition party in that House or, if there is no such party, whose appointment would be most acceptable to the leaders in the House of the opposition parties. The Governor-General should have the power, exerciseable in his own deliberate judgement, to revoke the appointment of the Leader of the Opposition if he considers that he has ceased to fulfil the qualifications for appointment."

(d) Judiciary

49. It was agreed that the Constitution should secure the independence and impartiality of the judiciary. It should continue to provide for the Supreme Court composed of a Chief Justice and such other puisne judges as may be prescribed by Parliament. The Constitution should also continue to provide for a court of appeal.

(e) Ombudsman

50. In regard to the office of Ombudsman, the report stated as follows:

"The Constitution should establish the office of Ombudsman and provide for appointments to it to be made by the Governor-General after consultation with the Prime Minister, the Leader of the Opposition and such other persons as appear to the Governor-General, in his own deliberate judgement, to be leaders of parties in the Lower House. The Ombudsman should hold office for a period of four years and should be removable only on grounds of inability or misbehaviour after a tribunal consisting of persons who are or have been judges have investigated any allegation against him and have recommended his removal; the procedure for removing the Ombudsman should be initiated by the Governor-General in his own deliberate judgement.

"The Ombudsman should have jurisdiction to investigate complaints regarding the acts, omissions, decisions and recommendations of specified public bodies and other officers which affect the interests of individuals or bodies of persons. He should be entitled to act upon his own initiative or upon receiving a complaint from an individual or a body, and ministers and members of the two Houses should also be able to refer matters to him for consideration. The bodies which the

:

Ombudsman should be authorised to investigate should include government departments, their officers, tender boards, the police and prison and hospital authorities, local government authorities and statutory bodies. The personal acts and decisions of ministers and decisions of the service commissions should be excluded from investigation by the Ombudsman."

(f) Other considerations

51. The report went on to state that agreement had also been reached on such matters as fundamental rights and freedoms, citizenship, the scope and powers of commissions under the Crown, and finance. In addition to his talks with the political leaders, Lord Shepherd had talks with representatives of the Great Council of Chiefs and with various organizations and individuals in Fiji and had received submissions from others about constitutional advance. If no agreement on the outstanding matters was reached - such as the composition of the legislature and the electoral system - and circumstances remained as at present, it would, in Lord Shepherd's view, be necessary that the constitutional instrument for independence should reflect, subject to any formal changes arising from independence, the provisions of the existing Constitution.

52. At the conclusion of the report, Lord Shepherd stated that "subject to the Legislative Council endorsing by means of a formal resolution the proposals so far agreed, Her Majesty's Government will be willing to convene a constitutional conference in London at a date in April next to be mutually agreed with a view to finalizing arrangements for the independence of Fiji".

53. The Constitutional Conference was held in London from 20 April 1970 to 5 May 1970. The Fiji delegation consisted of all the members of the Legislative Council except one who was ill. The ruling Alliance Party was headed by the Chief Minister, Ratu Sir Kamisese Mara, and the National Federation Party by the Leader of the Opposition, Mr. S.M. Koya.

54. On 12 May 1970, at its 742nd meeting, the Special Committee invited the Chief Minister of Kiji, and the Leader of the Opposition, then present in New York, to make statements at that meeting concerning the constitutional discussions concluded in London on 5 May.

55. The Special Committee was informed that the Constitutional Conference had called upon the Government of Fiji immediately to complete the extension of the common roll to all towns and townships, in particular, Lautoka and Suva. The conference had also agreed that, at some time after the next general election and before another election, the Prime Minister, after

consultation with the Leader of the Opposition, should arrange for a Royal Commission to be set up to study and make recommendations for the most appropriate method of election and representation for Fiji. The terms of reference of the Commission were to be agreed upon by the Prime Minister and the Leader of the Opposition.

56. The Conference had also agreed that the lower house of the new Legislature should consist of 52 elected members and that the present cross-voting roll should be known as the national roll. The lower house would consist of 22 Fijian members (12 elected on communal rolls and 10 on the national roll); 22 Indian members (12 elected on communal rolls and 10 on the national roll); and 8 general members, European and Chinese (three elected on communal rolls and five on the national roll). The Conference had acknowledged that this was an interim solution to provide for the first House of Representatives elected after independence. It was understood that the Parliament would, after considering the Royal Commission report, provide through legislation for the composition and method of election of a new House of Representatives and that such legislation would be regarded as an entrenched part of the Constitution.

57. The Chief Minister of Fiji informed the Special Committee that Fiji would become independent on 10 October 1970. Press reports indicated that the first House of Representatives would consist of the elected members of the present Legislative Council, and that elections for a new House of Representatives would be held before 11 November 1971. Further reports stated that the upper house, to be known as the Senate, would have 22 members: 8 nominated by the Council of Chiefs, 7 by the Prime Minister, 5 by the Leader of the Opposition and 1 by the Rotuman Council.

3. ECONOMIC CONDITIONS

General

58. The economy of Fiji is predominantly agricultural and is heavily dependent on foreign trade. The four main industries of the Territory are sugar, copra, gold mining and tourism, of which sugar is at present considered the most important.

Public finance and taxation

59. The main heads of revenue for the years 1967 to 1969 were as follows:

	(Fijian dollars)		
	<u>1967</u>	<u>1968</u>	<u>1969</u>
	(actual)	(revised estimate)	(estimate)
Customs	12,764,281	13,940,000	14,608,000
Port and harbour dues, etc.	437,933	481,000	530,000
Licences, taxes and internal revenue not otherwise classified	8,850,645	9,450,250	9,945,110
Fees, royalties, sales and reimbursements	2,569,828	2,449,022	2,210,856
Post office	1,812,913	2,150,000	2,390,700
Rent of government property	406,259	450,000	450,000
Interest	451,128	477,000	480,000
Miscellaneous	<u>1,071,743</u>	<u>1,074,620</u>	<u>1,088,520</u>
Total revenue	23,364,735	30,431,892	31,715,186

60. Recurrent expenditure for the years 1968 and 1969 was as follows:

	(Fijian dollars)	
	<u>1968</u>	<u>1969</u>
	(approved estimate)	(estimate)
Personal emoluments	11,317,910	12,354,096 ^{a/}
Public debt charges	2,528,280	2,798,396
Pensions	1,189,214	1,238,014
Defence	284,990	314,000
Works annually recurrent	3,454,200	3,801,810
Contribution to capital budget revenue	1,000,000	1,100,000
Other subheads	<u>9,814,482^{b/}</u>	<u>10,529,139</u>
Total	29,589,082	32,135,455

a/ Excluding personal emoluments included in the figure for defence.

b/ Figure includes \$F500,000 for extraordinary expenditure (Development Bank).

61. The public debt for the financial year ending 31 December 1968 was \$F10,154,316 (\$F2,978,000 in loans raised overseas and \$F13,156,720 in loans raised locally), compared with \$F14,140,409 for the year 1967.

62. Both individuals and companies are liable for the payment of income tax under the provisions of the Income Tax Ordinance. There is a basic tax of 5 cents on each \$F2 of income, both individual and company, before any deduction for personal allowances. Chargeable individual income up to \$F9,500 is subject to the normal tax rate of 6.25 cents on every dollar, increased by 2.5/1000 of 1 cent for every dollar up to the maximum rate of 30 cents on incomes in excess of \$F9,500. Provision is made for the deduction of certain personal allowances in calculating chargeable income.

63. Individuals are subject to a surtax on their chargeable incomes in excess of \$F4,000, beginning at the rate of 5 cents on the dollar on incomes up to \$F6,000, the rate increasing by 5 cents in stages to the maximum of 30 cents on the dollar on incomes in excess of \$F40,000. A surcharge of 5 per cent of the normal tax and surtax (but not basic tax) otherwise payable is charged on any individual or company. Any income taxed outside Fiji is not again subject to tax in Fiji.

64. Non-Fijian shipping companies pay 2 cents on the dollar on total outward freight and passages earned. Non-Fijian mutual insurance companies pay 22.5 cents on each dollar of chargeable income in respect of mutual life insurance business. Other companies pay 28.75 cents on the dollar on all income, whether distributed or not.

65. A dividend tax at the rate of 5 per cent of the gross amount of the dividend is deducted by a company incorporated in Fiji upon payment of a dividend to its shareholders. This is the final charge to Fiji income tax upon such a dividend.

66. New companies whose operations are considered by the Governor to contribute to the economic development of Fiji are exempt from the payment of company and basic taxes on all their profits for a five-year period from the date of commencement of production. There are also accelerated depreciation allowances available at the discretion of the Minister of Finance for companies that incur substantial capital expenditure considered expedient for the economic development of Fiji. Under the Hotels Aid Ordinance, very liberal depreciation deductions, or a form of investment allowance, may be claimed in respect of projects approved by the Minister of Finance.

67. The revenue derived from income taxes between 1966 and 1968 was as follows: 1966, \$F6,970,550; 1967, \$F7,508,108; and 1968, \$F8,469,936 (estimated). The revenue derived from estate and gift duties for the years 1966 to 1968 was as follows: 1966, \$F224,746; 1967, \$F309,548; and 1968, \$F185,912 (estimated).

Currency and banking

68. Fiji issues its own currency. During 1968, it was linked with the pound sterling at the rate of £104.10s.10d. Fijian to £100 sterling. Currency to the value of £4,630,943.10s.10d. was in circulation in the Territory at the end of June 1968. The new decimal currency was introduced on 13 January 1969 (see foot-note c above).

69. In 1966, the following banks operated several banks and agencies in Fiji: Bank of New South Wales; Bank of New Zealand; the Australian and New Zealand Bank, Ltd.; and the Bank of Baroda, Ltd.

Trade investment and industrial development

70. According to the administering Power, Fiji's total trade has grown in ten years from about \$F30 million to \$F110 million, and there is no sign of slackening in this growth. In 1968, imports reached a record \$F68,390,000 - over \$F12 million more than 1967. Exports were valued at \$F43,440,000.

71. Despite a trade deficit of about \$F20 million, Fiji ended 1968 with a surplus of overseas funds. There was a similar pattern in 1967 when overseas funds held by trading banks rose by more than \$F1 million, although there was a trade deficit of \$F15 million. There are reported to be two reasons for this: an inflow of capital from overseas and "invisible" earnings from tourism. In 1968, tourism alone brought in nearly \$F18 million. The capital inflow came mainly from the United Kingdom in the form of grants from Commonwealth Development and Welfare funds to help finance development projects from private investment in agriculture, industry and tourism.

72. The development of the four industries which earn the greatest amount of foreign exchange for Fiji - sugar, tourism, gold and copra - is attributed largely to the investment of overseas capital. According to the administering Power, Fiji will continue to need overseas capital investment if jobs are to be found for the large number of young people coming on the labour market every year.

73. Industrial development is considered to be Fiji's most pressing need. The pressure results from a rapidly expanding population which now totals about 500,000 (half the population is under sixteen years of age) and which is expected to double in thirty years, despite a successful family planning campaign which has resulted in a sharp drop in the birth-rate. In order to create employment and raise the standard of living, the Government is making determined efforts to attract more overseas investment to Fiji, by offering, inter alia, advice, assistance and incentives to potential investors. The incentives take the form of concessions to approved new industries covering taxation, accelerated depreciation allowances and duty-free entry of machinery and raw materials. There are also concessions for agriculture and mining.

74. In recent years these concessions have resulted in the establishment and expansion of the following industries: cement, plastics, tobacco, beer, fish and meat canning, fruit processing, matches, garments, soap and mining. According to the administering Power, they have been particularly successful in stimulating the construction of hotels and the expansion of existing hotels to provide accommodation for the rapidly increasing number of visitors. At the end of 1967, there were 1,277 hotel rooms. By the end of 1968, there were 1,840 rooms - most of them of international standard. By the end of 1973, it is estimated that 3,500 rooms will be needed.

75. According to Fiji's Bureau of Statistics, total capital investment in the Territory was about \$F30 million in 1968, compared with an estimated \$F20 million in 1967. The greatest increase in investment was in the manufacturing, mining

and quarrying sector, where capital formation more than doubled to approximately \$F13 million. Expenditure on buildings was closely followed by the purchase of machinery and equipment.

76. An estimated \$F23,252,000 was spent on capital formation by private firms in 1968, according to a statistical survey of private business investment carried out by the Bureau of Statistics.

77. According to the Territory's Bureau of Statistics, Fiji's gross domestic product rose by \$F50 million between 1962 and 1968, from \$F90 million to \$F140 million, and is expected to reach \$F187 million by 1973.

78. Sugar, tourism, gold, copra and secondary industries will not in themselves be able to provide the jobs needed for the expanding population. Because of this, the administering Power reports, the Government is channelling a large proportion of available resources into agriculture - particularly the development of rice, beef, timber, oil palm and other crops. Most of these products, such as those of the secondary industries, are currently for local consumption but a potential export market exists among neighbouring island groups.

79. At present, domestic exports consist mainly of sugar, coconut products and gold and, in lesser amounts, bananas, ginger, molasses, timber, manganese and copper ore. The principal imports are food-stuffs, textiles, machinery, vehicles and electrical goods.

80. In 1968, 20 per cent of Fiji's imports came from Australia, 21 per cent from the United Kingdom, 13 per cent from Japan, 9 per cent from New Zealand and 5 per cent from the United States. Exports went mainly to the United Kingdom (37 per cent) the United States (14 per cent), Australia (11 per cent), Canada (7 per cent) and New Zealand (5 per cent).

81. Trade figures for the Territory from 1966 to 1968 were as follows:

	('Fijian pounds)		
	<u>1966</u>	<u>1967</u>	<u>1968</u> (provisional)
Domestic exports	16,126,984	17,453,341	19,280,603
Re-exports	<u>3,330,019</u>	<u>3,372,517</u>	<u>4,940,542</u>
Total exports	19,457,003	21,330,858	24,221,145
Total imports	<u>25,272,332</u>	<u>28,145,389</u>	<u>34,195,469</u>
Total trade	44,729,385	49,476,247	58,416,614
Balance of visible trade			
Deficit	5,815,379	6,814,531	9,974,324
Surplus	-	-	-

82. The principal countries of origin of imports during 1967/1968 were:

<u>Country</u>	<u>1967</u>		<u>1968</u> (provisional)	
	<u>Value</u> (Fijian pounds)	<u>Per cent</u>	<u>Value</u> (Fijian pounds)	<u>Per cent</u>
Australia	7,655,615	27.20	8,976,483	26.25
United Kingdom	4,829,421	17.16	7,280,814	21.29
Japan	4,315,733	15.33	4,377,213	12.80
New Zealand	2,215,737	7.87	3,216,991	9.41
Iran	462,803	1.64	1,106,429	3.24
United States	1,604,281	5.70	1,732,880	5.07
India	719,972	2.56	831,549	2.43
Hong Kong	1,068,343	3.80	1,083,183	3.17
Canada	537,264	1.90	546,323	1.60
Malaysia and Singapore	1,306,448	4.64	1,101,989	3.22

83. The quantity and f.o.b. value of the principal exports during 1967/1968 were:

<u>Commodity</u>	<u>Quantity</u>		<u>Value</u>	
	<u>1967</u>	<u>1968</u> (provisional)	<u>1967</u>	<u>1968</u> (provisional)
Sugar (tons)	318,142	341,214	11,889,991	12,152,686
Coconut products (tons)				
Coconut oil	14,160	17,165	1,426,224	2,385,351
Copra	1,756	-	110,653	-
Coconut meal	5,034	7,418	115,614	187,843
Unrefined gold (fine oz.)	112,698	105,928	1,573,498	1,685,102
Molasses (tons)	80,917	79,099	202,289	197,743
Biscuits (lbs.)	1,227,095	1,442,386	68,023	80,402
Manganese ore and concentrates (tons)	4,360	10,845	69,413	116,639
Lumber (sq.ft.)	2,854,366	2,690,497	152,939	161,427

84. The principal re-exports during 1967/1968 were as follows:

	F.O.B. Value (Fijian pounds)	
	<u>1967</u>	<u>1968</u> (provisional)
Aviation turbine fuel	1,254,418	1,847,474
Textiles, yarn, fabrics, made-up articles and related products	398,438	609,740
Motor vehicles	160,174	96,043
Apparel	116,082	133,701
Metal manufactures	78,616	91,730
Aviation spirit	80,272	35,215

85. The principal countries of destination of exports during 1967/1968 were as follows:

	<u>1967</u>		<u>1968</u>	
	<u>Value</u> (Fijian pounds)	<u>Per cent</u>	<u>Value</u> (Fijian pounds)	<u>Per cent</u>
United Kingdom	8,753,632	41.04	9,045,994	37.35
United States	3,044,059	14.27	3,325,954	13.73
Australia	2,619,581	12.28	2,694,658	11.13
Canada	1,250,044	5.86	1,577,098	6.51
New Zealand	1,102,504	5.17	1,237,970	5.11
Japan	925,300	4.34	980,593	4.05
Malaysia and Singapore	136,043	0.64	531,828	2.20
Tonga	494,645	2.32	538,712	2.22
Western Samoa	296,473	1.39	368,060	1.52

Distribution of land

86. Land in Fiji is owned by the Crown, private freeholders and Fijians. Crown land is divided into Crown freehold, Schedule A land (Fijian land whose owning units have become extinct) and Schedule B land (declared vacant by the Native Lands Commission). There has been almost no change in the distribution of land since 1966; at the end of 1968, it was as follows:

	(acres)
Crown freehold	87,000
Crown Schedule A	148,000
Crown Schedule B	<u>85,000</u>
Total	320,000
Private freehold	447,000
Fijian	3,747,000

87. The Deed of Cession of 10 October 1874, by which Fiji became a possession of the British Crown, is regarded by Fijians as a guarantee of their racial identity and especially of the ownership of their land. United Kingdom officials have given repeated assurances of their adherence to the principles of land ownership in the Territory as set forth in paragraph 4 of the Deed of Cession.

88. Crown freehold land may only be sold with the approval of the Secretary of State, but may be leased. Private freehold land may be freely purchased, transferred or leased. New freehold land may be created only through the sale or exchange of Crown land with the prior approval of the Secretary of State.

89. Fijian land is owned communally by more than 6,600 recognized Fijian land-owning units. Administrative control of this land rests with the Native Land and Trust Board. The Governor of Fiji presides over the Board which has a majority of elected Fijian members and a maximum of two nominated members. A substantial portion of the Fijian land is classified as reserved and may be leased only to Fijians in accordance with a policy of ensuring adequate land for the future needs of the owners. Fijian land not so classified may be leased to anyone through the Native Land Trust Board. Much of the Crown Schedule A land and some of the Crown Schedule B land had been recommended for reservation for Fijian units that are short of land.

90. The Lands Department, on behalf of the Crown, and the Native Land Trust Board, on behalf of the Fijians, charge economic rentals on the unimproved capital value of the land. The annual rates vary from 20 cents per acre for grazing land to \$F30 per acre for first class arable land. Rent concessions are made for settlers in new land development schemes. Rents from Crown Schedule A land are paid into the general revenue of the Territory and those from Crown Schedule B lands into a special fund controlled by the Fijian Affairs Board. Total rents collected in 1968 were as follows:

(Fijian dollars)

Crown freehold	130,180
Crown Schedule A	34,644
Crown Schedule B	7,776
Fijian land	509,030

Agriculture

(a) General

91. The absence of major storms in 1968 and a return to more normal rainfall conditions after two extremely dry years, substantially increased the production of all crops, especially sugar and copra which are the Territory's two main export crops.

92. Although prices for sugar on the world market continued to be depressed, the Territory derived substantial benefits from sales under the Commonwealth Sugar Agreement and the United States Sugar Act quota.

93. Copra production rose but was still less than three-quarters of that recorded in the peak year of 1964, when some 41,209 tons were produced. Consequently, the Territory failed to derive the full benefit of the abnormally high prices on the world market which reached a peak in June/July 1968 and then fell dramatically. Because local millers were obliged to buy at prices fixed by the Coconut Board under statute, adjustments were necessary for the remainder of the year to offset the severe losses incurred by the producers.

94. Banana exports in 1968 were more than double the previous year's figures, which reflected the losses caused by the April 1967 storm. Nevertheless, the 1968 total was well below normal and the industry was still beset with many problems. In contrast, the exports of miscellaneous crops showed a very marked increase.

(b) Sugar

95. Fiji can produce about 400,000 tons of sugar annually, of which the local market takes only 5 per cent. The Territory is therefore heavily dependent on foreign markets. Sugar represents 70 per cent of Fiji's exports and provides work for 24 per cent of the population and for many more indirectly.

96. In March 1968, the Sugar Board approved national harvest quotas for the 1968 season of 385,000 tons of sugar (2.97 million tons of cane). When the latest cane crop estimates indicated that the tonnage of cane for harvest would be considerably less than the approved national harvest quota of cane, the millers requested and received authorization to purchase and use during the 1968 season, all cane grown by contract holders on areas currently covered by the cane contract. However, 1968 proved to be a year of better growing conditions and it was estimated that 2.83 million tons would be harvested.

97. According to article 40 of the International Sugar Agreement, the text of which was adopted by the United Nations Conference on Trade and Development on 24 October 1968, g/ Fiji is to have a basic export quota of 155,000 tons during the first three years of the Agreement. According to article 35, however, exports to the United Kingdom under the Commonwealth Sugar Agreement of 1951, up to the amount of the negotiated price quotas in effect under that Agreement should not be charged against basic export quotas; nor, according to article 38, should exports of sugar to the United States be charged against this quota.

98. The new International Sugar Agreement entered provisionally into force on 1 January 1969 in accordance with paragraph 2 of article 63 of the Agreement. The independent chairman of the Fiji Sugar Industry, in his 1968 report, is reported to have expressed the hope that the new Agreement would end the "distressing series" of price fluctuations in world markets.. These fluctuations resulted, at one stage, in a London price well below half the cost of production in any country in the world. Although the Agreement restricts Fiji's sugar production to below its capacity in good weather, financial returns are expected to be greater. The report stated that the world market price would be maintained at a high enough level to avoid a depression in the world sugar industry. Previous low prices had been caused almost entirely by a glut of sugar on the free market. In a year when quotas equal basic export tonnage, Fiji's authorized production would be about 339,000 tons, including local sales, negotiated price quotas with the United Kingdom and the United States quota.

99. At the beginning of December 1968, the successful conclusion of the Commonwealth Sugar Agreement talks was announced. The Agreement is now one of indefinite duration, continuous in nature but subject to periodic reviews, the first of which will take place in the autumn of 1971. The provisions of the Agreement dealing with negotiated price quotas at a reasonably remunerative price are subject to six years' notice for the developing countries that are party to the Agreement. In effect, these vital provisions, subject to a provision regarding the United Kingdom's application to join the European Economic Community, will continue in effect for Fiji until the end of 1977.

100. Although the price structure is complicated, the price bracket aimed for is equivalent to a "London daily price" of about £34 to £37 per ton. Fiji's annual production is likely to be controlled at a basic figure of about 336,000 tons of raw sugar.

101. Fiji exports 140,000 tons of raw sugar to the United Kingdom every year at a negotiated price which, in 1968, was a basic price of £43.10s.0d, plus a special supplement that varies between £1.10s.0d and £4.0s.0d, according to the level of the world price of sugar.

102. Exports of sugar for the calendar year 1968 amounted to just under 343,000 tons. This total included approximately 156,800 tons to the United Kingdom, 70,800 tons to Canada, 23,600 tons to New Zealand and 11,500 tons to Singapore. In addition, approximately 38,200 tons were exported to the United States, 23,100 tons to Malaysia, and 18,700 tons to Japan.

g/ See TD/SUGAR.7/10.

103. Under the terms of the Sugar Industry Ordinance of 1961, the question of a new contract should be raised in the Sugar Advisory Council six years before expiration of the current contract between the millers and the cane growers for the payment of sugar cane. The independent Chairman of the Sugar Advisory Council therefore convened a meeting of the Council in February 1968 to begin negotiations for a new contract. The millers (South Pacific Sugar Mills, Ltd. (SPSM)) and the representatives of the more than 15,000 individual cane growers could not agree on terms, and subsequent meetings failed to resolve the dispute, which was submitted to Lord Denning for arbitration. Lord Denning's report on the dispute was published on 28 January 1970.

104. In summarizing his principal recommendations, Lord Denning stated that there should be a new formula for the contract, under which proceeds of sales should be shared between the growers and the millers in the proportion of 65 per cent to the growers and 35 per cent to the millers, each paying their own costs out of their shares. Among his other principal recommendations were the following:

(a) The proceeds of sale should include not only the proceeds of sugar, but also the proceeds of molasses and other by-products.

(b) The growers should receive a guaranteed minimum price of \$F7.75 per ton of cane, with \$F5.75 paid within five weeks after delivery, and the remaining \$F2 within six weeks after the end of the crushing at the mill.

(c) The growers should be entitled to have a qualified accountant examine the books and accounts of the millers on their behalf and to make representations thereon to the independent accountant and the Independent Chairman.

(d) The figures for sharing and for the guaranteed minimum should be subject to review from time to time, upward or downward, as circumstances required.

105. Lord Denning observed that all parties represented at the arbitration had expressed a desire that the new contract should be for a period of ten years which was the same length as the previous one. Lord Denning's award in the cane contract dispute was accepted by the representatives of Fiji's 15,000 cane farmers on 27 January 1970.

106. In March 1970, South Pacific Sugar Mills, Ltd. (SPSM), the owner of Fiji's four sugar mills, ^{h/} announced that it planned to sell the mills because the terms of the arbitration award were unacceptable. The company stated that it would sign only a three-year contract. During that period, however, it would operate under the terms of the new award to avoid disrupting the sugar industry, which brings in half of Fiji's export income. It was reported that the

^{h/} The SPSM also owns a considerable amount of freehold land. According to the Report of the Commission of Enquiry into the Natural Resources and Population Trends of the Colony of Fiji, 1959, the company owned 75,091 acres, or 1.7 per cent of the total area of the Territory, the major portion of which was leased to cane farmers.

Colonial Sugar Refining Company (CSR) of Australia, of which South Pacific Sugar Mills is a subsidiary, plans to withdraw from Fiji's sugar industry by 1972.

107. Two bills to give effect to recommendations made by Lord Denning were approved unanimously by Fiji's Legislative Council on 24 March 1970. The first bill provides, among other things, for the appointment of the Chairman, Vice-Chairman and Accountant of the Sugar Board by the Governor-in-Council instead of by the Governor alone; for representation of both growers and millers on the Board; and for access to all Board members of documents now available only to the independent Chairman and the independent Accountant. The second bill repealed the Sugar Stabilization Fund Ordinance. It also enables money from the Fund to be transferred to a Sugar Cane Price Support Fund. In accordance with the recommendation of Lord Denning, this money will be used to support the guaranteed price of cane.

108. According to a statement made by a government spokesman in March 1970, following talks between the Government and the CSR, the government view was that the millers should also accept the Denning award, even if they could not welcome it. The government opinion was that they should give it a fair trial, and if they found, in due course, that they could not operate the mills satisfactorily and at a reasonable profit they could then seek a review under the award. The CSR, on the other hand, has been highly critical of the award, and its initial approach has been to ask the Government to take over the company's 98 per cent share of the SPSM. The Government views such a step as a possibility, owing to the millers' reluctance to continue to operate the mills, but it is of the opinion that the SPSM should be acquired for the people of Fiji. Nevertheless, any such arrangement would require time and care to work out.

109. It is the Government's intention, however, that the mills continue to operate, and the company's agreement to operate the mills until 1972 will give the Government and the company some time to work out a smooth transition of ownership.

110. The CSR is one of Australia's largest industrial groups. Its main activity is sugar milling and marketing but other activities include the manufacture of building materials, chemicals, distillery products, ready-mixed concrete. It also has mineral holdings and shipping interests. According to the company's annual report for the year ending 31 March 1969, the SPSM is 97.8 per cent owned by CSR and 2.2 per cent owned by about 1,700 local residents. The SPSM made a profit of \$F2,231,050, nearly \$F1 million more than in the previous year. The directors have recommended that the 7.5 per cent annual dividend of recent years should be retained, which would mean that \$F1,387,500 would be paid to shareholders. The company had an authorized capital of \$F40 million in 80 million shares of fifty cents each. Its total assets were valued at \$F46,490,923.

(c) Coconut products

111. The coconut planting industry, which has in recent years supplanted gold as the Territory's second best source of export revenue, is one of Fiji's oldest industries. It is the only plantation industry which has survived - sugar is now produced by tenant farmers on small holdings and banana production is mainly

in the hands of Fijian villagers. The coconut plantations are situated on the wet sides of Vanua Levu, Tavenui and the Lau Islands. Some are large producing units, but many are small. The plantations are owned by companies - European, part-European and Indian - and many have been in the same family for generations. In addition to these plantations, there are Fijian natural groves which account for more than 50 per cent of the Territory's copra production.

112. Copra production in 1969 was 33,000 tons, 19 per cent above the 1968 production. In 1969, there was also a marked improvement in the quality of copra, 86 per cent being grade I, compared with 81 per cent grade I in 1968.

113. Coconut oil exports in 1968 were estimated at 17,165 tons valued at £F2,385,351, compared with 14,160 tons valued at £F1,426,224 in 1967. Coconut meal exports in 1968 were estimated at 7,418 tons valued at £F187,843, compared with 5,034 tons valued at £F115,614 in 1967. Figures for copra exports in 1968 were not available at the time of the writing of this report. Copra exports in 1967 totalled 1,756 tons valued at £F110,553.

114. The coconut subsidy scheme, begun in 1963, i/ continued to operate during 1968, and a total of £F176,536 was paid out, compared with £F211,716 in 1967.

115. The Coconut Board controls licensing, grading and price fixing. The Coconut Advisory Council represents the Government and all sections of the industry. Both were established in June 1965 under the provisions of the Coconut Industry Ordinance of 1965.

116. The rhinoceros beetle continued to menace the Territory's copra industry, despite strong government measures on eradication. It has infested the main islands to such an extent that its eradication from them is admitted to be impossible; government policies are therefore concentrated on keeping it away from the outer islands which produce most of the copra.

117. A survey of Fiji's copra marketing and copra processing industries by a firm of management consultants was carried out between July and September 1967 to determine the long-term market prospects for coconut products; what products should be processed in Fiji; where the processing industries should be organized; the scope for development in Fiji of regional copra processing industries; and the sources and availability of finance.

118. The report on the survey, which was published in January 1970, urges, inter alia, that manufacturers permit local shareholder participation in their operations and states that the two main copra crushing companies support this view. It recommends that the present Coconut Advisory Council should be disbanded and it does not support the producer-controlled marketing board. It also recommends that control of the industry should remain with the Coconut Board.

119. Mr. W.G. Johnson, a director of the Island Industries, Ltd., Fiji's biggest copra crushing company and a former member of the Coconut Advisory Council, was reported to have said that he was in "complete disagreement" with the recommendation that the Council should be disbanded. He also said that Island Industries, Ltd., would make it possible for producers to acquire up to 25 per cent of equity in the company.

i/ See A/7752/Add.1, appendix VI, para. 68.

(d) Other agricultural products

120. Bananas are the chief export fruit of the Territory, although melons, mangoes and other fruits are also exported. Banana exports in 1968 were 102,007 cases (72 pounds net), valued at £F168,783 (f.o.b.), compared with 45,277 cases valued at £F63,999 (f.o.b.) in 1967.

121. The acreage sown in rice during 1968 does not appear to have exceeded the figure estimated for 1967, i.e. 21,663 acres, but the average yield per acre appears to have been slightly higher. The Government approved a 250-acre irrigation scheme on Crown land in the Rewa area. This scheme was in advance of but complementary to the United Nations Development Programme's pilot project and preinvestment survey which was begun towards the end of 1968. The scheme is a preliminary to the potential development of 8,000 to 10,000 acres for rice growing. Financed at \$US1 million, the United Nations is contributing \$US654,500 and the Fiji Government, \$US466,755, in kind. Fiji's rice imports, which used to reach \$F16 million a year, have been cut to about \$F1.25 million a year and it is expected they will cease altogether when the rice projects mentioned above reach full production. Imports of rice declined from 9,403 tons in 1967 to 6,369 tons in 1968.

122. According to the administering Power, there has been renewed interest in cocoa among Fijian growers, and many of the neglected plantations have been cleaned up. Cocoa subsidy payments amounting to £F288 were made on ninety-six acres. Exports in 1968 totalled about seventy-one tons valued at £F18,162.

123. Exports of green ginger continued to increase and in 1968 totalled 23,120 cases (50 pounds net).

Marine products

124. At the close of 1968, there were 1,017 persons employed more or less full-time in the fishing industry; a total of 779 boats were registered during the year.

125. The Japanese tuna fishing operation at Levuka continued in 1968. Twenty-seven vessels operated out of port during 1968 for a total catch of 5,685 metric tons. The company began experimental canning operations in 1968 and produced 117,136 cans for sale in the local market. Total exports of tuna fish from Levuka amounted to 6,306 metric tons.

126. A survey was made of the tuna fishing industry in Fiji to determine whether it could be expanded beyond the Japanese enterprise. The survey, completed in June 1969, was made for the South Pacific Commission by a team of United Nations fisheries experts, as part of an exploratory survey in South Pacific Territories.

127. At the end of 1968, a group of thirteen American Peace Corps volunteers were made available to the Fisheries Division of the Department of Agriculture to assist in the development of the industry. A number of the volunteers have been posted to the outer islands while others have been assigned to fish marketing, pond culture, weed control experiments and oyster cultivation.

Forestry

128. In 1968 sawmill legislation was adopted to establish the foundation for an efficient, up-to-date forest industry. The UNDP has also approved a forestry project to investigate and make recommendations on the contribution forestry could make to the Territory's economy. The survey is to take approximately two years. The UNDP is contributing \$F176,300 towards the cost and the Government is making a cash contribution of \$F19,100, in addition to providing contributions in kind valued at \$F188,600. Further progress was made in the timber enumeration of the Territory which is being carried out by the Land Resources Division of the Directorate of Overseas Surveys, in conjunction with its land use project for the Territory.

129. The Forest Estate remained in satisfactory condition in the Western and Southern Divisions. The Native Land Trust Board approved a lease of over 15,463 acres in the Southern Division, while an area of 16,967 acres was declared a forest reserve in the Western Division. Plantations covering 4,493 acres were established, exceeding by 743 acres the target set out in the Development Plan. Private planting continued to gain momentum, and some 200,000 seedlings were produced for this purpose.

130. All major mills operated during 1968, the total forest cut increasing from 29.4 million hoppus super feet in 1967 to 35.1 million in 1968. It was reported that one of Fiji's newest timber concessions, the Navutulevu Timber Company, was to be sold for an estimated \$F750,000 to the Vancouver (Canada) timber dealers, Armott Smith Export Company. The timber mill is situated in about 137,000 acres of Fijian-owned land in the Naboutini highlands, approximately fifty miles from Suva. The Canadian company's plans were believed to include the importing of thousands of dollars worth of timber-processing equipment and the redesigning of the mills production cycle by the end of 1969. There were also plans for a subsidiary company to occupy about fifty acres of land in the mill area and produce prefabricated houses for export to Tahiti and Hawaii.

131. A new Forestry Training School was opened in early 1969.

Mining

132. The ownership of all minerals in Fiji is vested in the Crown. From 1908 to December 1966, rights to prospect and mine these minerals were granted by the Mining Board constituted under the Mining Ordinance. With the introduction of the New Mining Ordinance (1965) the granting of titles became vested in the Director of Mines. j/ Royalties are payable on all minerals exported from Fiji. Royalties on all minerals except iron ore and bauxite is 5 per cent of the export value; on iron ore and bauxite the royalty is 3 per cent of export value. Royalties from all mining added £F7,628 to the Territory's revenue in 1966 and £F3,451 in 1967. Seventy prospectors' rights were issued during 1968, compared with forty-three in 1967 and thirty-three in 1966. Thirty-four prospecting licences, covering an area of 1,490,240 acres, were in force at the close of 1968.

133. The following table shows the estimated production and value of mineral resources for 1968, compared with actual values for 1967.

j/ See Official Records of the General Assembly, Twenty-second Session, Annexes, Agenda item 24, document A/6868/Add.1, appendix IV, paras. 118-125.

<u>Production</u>	<u>Quantity</u>		<u>Value</u> (Fijian dollars)	
	<u>1967</u>	<u>1968</u>	<u>1967</u>	<u>1968</u>
Gold (ozs.)	111,023	108,173	3,087,570	3,283,168
Silver (ozs.)	61,335	55,209	70,310	84,950
Manganese ore (tons)	5,945	7,400	188,382	110,040
Copper ore (tons)	3	3,619	24	473,968
Lime stone (burnt) (tons)	2,776	2,819	42,208	59,920
Road metal (cu. yds.)	360,840	400,000	565,066	400,000
Sand and gravel (cu. yds.)	369,038	400,000	231,740	400,000
River sand (cement manufacture) (cu. yds.)	17,559	25,476	17,500	25,400
Coral sand (cement manufacture) (cu. yds.)	51,733	61,472	51,700	61,400
Coral sand (other purposes) (cu. yds.)	18,661	40,000	<u>18,600</u>	<u>40,000</u>
Total			4,213,070	4,947,856

134. Metal and rock extracted from mines and quarries in 1969 were valued at \$F5 million, an increase of \$F300,000 over 1967. Gold worth \$F3,450,000 accounted for most of the value of the mining industry's production, followed by copper ore at \$F530,000 and quarried stone at \$F186,000, according to the annual report of the Department of Land, Mines and Surveys. Manganese exports were valued at \$F74,000.

135. It was reported in March 1969 that Barringer Research, Ltd., of Ontario, Canada, had signed an agreement with the Fiji Government to conduct the largest mineral search undertaken thus far in the Territory. A twelve-month survey, for which specialized aerial and ground techniques were to be used, would cost about \$F2 million. The Fiji Government would contribute \$F37,000 for the operation of an aircraft and would provide office space. During the search, all of Viti Levu and Vanua Levu, except those areas already covered by existing mining tenements, would be closed to prospectors. Manganese, bauxite, phosphate and certain other minerals, however, were reported to be excluded from the closure. If the Government was satisfied that the prospecting work was serious and at adequate levels of expenditure, it would provide the company with initial three-year licences.

136. An agreement between the Southland Mining Ltd., of Australia and Mr. Hari Akhil and Akhil Holdings, Ltd., of Fiji to buy the latter's mining interests for \$A750,000 was listed in a share issue prospectus in January 1969. The prospectus offered 2,152,000 shares for subscription at 25 cents a share with a premium of a further 25 cents. Mr. Akhil is a Lautoka businessman. Southland Mining, Ltd., registered in Sydney, stated that the issue was to exercise options held by its

wholly owned Fiji subsidiary, Manganex, Ltd., over all mining and prospecting tenements held by Mr. Akhil and Akhil Holding, Ltd., and also, if negotiations in New Caledonia were successful, to buy and develop nickel deposits there.

137. In October 1969, it was reported that Mr. Akhil and Akhil Holdings, Ltd., had received 1.6 million of the company's shares for consideration of his properties. By comparison, the public issue totalled 2,152,000 shares, of which 550,000 went to institutions and investors outside Australia. Existing capital amounted to 1,242,000 shares and total paid-up capital \$A1,250,000 in 5 million shares at 25 cents each. The company is to use Mr. Akhil and Akhil Holdings, Ltd., as a contractor for the mining of manganese in Fiji. Directors of Southland Mining Ltd., listed in the prospectus include Mr. Maurice Messara, chairman, Mr. Thomas Charles Fletcher, general manager, and Messrs. Ferdinand Goyetche and Nowell Davidson Jones.

138. A report from the chairman of Southland Mining, Ltd., to the underwriters of the issue states that some of the Fiji mining leases and tenements held under the option have been worked sporadically. Mining consultants to the underwriters point out that operations to date have been on a very limited scale in relation to the estimated ore reserves. According to the consultants, the reserves consist of chemical grade dioxide manganese equal to the best available, and metallurgical siliceous manganese of excellent grade. The company hopes to step up open-cut mining operations with a scheduled production for the first twelve months of 10,000 tons of dioxide ore and 40,000 tons of siliceous ore. It has signed export contracts for the first twelve months' output of siliceous ore and for 4,000 tons of dioxide ore.

139. The Banno Mining Company, Ltd., of Japan closed its \$F3 million plant at Udu Point in June 1969 eight months after it was opened, when copper and zinc deposits found in the area proved to be far smaller, both in area and in depth, than prospecting had indicated. The company has not, however, given up hope of finding copper deposits large enough to warrant the re-opening of the plant. It was to continue prospecting for copper and zinc until its prospecting licence expired in June 1970.

140. A search for bauxite, manganese and phosphate will be carried out in Fiji over the next ten years by Dr. Bruno Campana, an independent consulting geologist from Switzerland, who signed an agreement with the Government in December 1969 which gives the Government a right to 50 per cent participation in any mineral development arising from the exploration. Dr. Campana, who has his offices in Switzerland and Australia, intends to open an office in Suva and spend at least \$F30,000 a year on his exploration programme. He was reported to have said that the prospects, especially for bauxite and manganese, were good.

141. The application by Bauxite Fiji, Ltd., a company supported by Japanese capital, for a special mining lease covering bauxite deposits at Wainunu was approved by the Government in early 1969. The company's chairman was reported to have stated that the results of the survey being done in the area by Japanese geologists and mining engineers would decide whether mining would actually start. It was believed that there was a 6-million ton deposit of bauxite in the area, and that the company planned to mine and ship about 250,000 tons a year to Japan, probably beginning in early 1972. The company was expected to build a port with bulk-loading facilities at one of several sites in Wainunu Bay now being

investigated. A force of between 150 and 170 men would be employed at the mine. The company expected to obtain one ton of aluminium from four tons of ore and hoped that its investment in the project would not exceed \$US3 million.

142. It was reported that Emperor Mines, Ltd., might close down its Fiji operations, which are vital to the Territory's economy, unless the official world price of gold was increased or the company made a major mineral discovery by 1976.

Mr. J.F. Wren, chairman of the company, was reported to have stated that the company was obliged to continue operating for six years after December 1969, in order to qualify for exemption from its obligations under its subsidy agreement with the Government of Fiji. He also indicated that the company was examining the Colo-I-Suva area, outside Suva, where about 100 acres containing anomalous copper and silver values had been found. Detailed exploration had indicated that zinc was the predominant metal and diamond or percussion drilling was to start. Nearby, the company had a "small percentage" of an exploration programme with the Anglo-American Corporation.

143. The company's chief general manager, Mr. A.F. Watson, reportedly said that the company's income was \$F500,000 less than had been expected, because of the sudden drop in the world free price of gold. He had said that "marginal" mines such as Vatukoula would have to "reconsider" future plans, particularly those dealing with development, and that some workers might have to be laid off. The mines at Vatukoula employ about 1,500 people, mostly Fijians, and for this reason alone is a valuable industry for the Territory. The Government has assisted the company materially from time to time. In September 1967, the Legislative Council approved a subsidy of £F1 million, payable over three years to the company, for underground development and exploitation.

144. In December 1969, the Government of Fiji granted a licence to Southern Pacific Petroleum Fiji, Ltd., to search for oil in an off-shore area covering 3,000 square miles north of Viti Levu. The agreement is the first of several which the Government is negotiating with a number of overseas companies. The agreement involves expenditure of \$F500,000 on seismic surveys and magnetometry in the first three years. The company will then decide whether to proceed with a drilling programme. If the company wishes to continue, the agreement provides for a minimum expenditure of \$F1.5 million in the following two years. Thereafter, the company would be required to spend at least \$F3 million in each successive three-year period. The agreement is designed to bring the exploration to the point of drilling a well within five years, if the initial seismic and other surveys indicate it is worth while.

145. A United States and an Australian company are partners in Southern Pacific Petroleum, Ltd., an Australian company which has extensive oil and other mineral search interests in Australia and New Zealand. Forty-nine per cent of the shares are held by Magellan Petroleum Australia, Ltd., in which the Magellan Petroleum Corporation of the United States has a 75 per cent holding.

Tourism

146. According to the administering Power, the Government of Fiji has recognized that development of the tourist industry is of equal importance to that of agriculture, forestry and industry.

147. Visitors reached a record total of 66,458 persons during 1968, a 19 per cent increase over the 1967 total and spent approximately \$F17.7 million. Fiji's Bureau of Statistics has estimated that gross receipts from tourism in the first six months of 1969 totalled more than \$F12.5 million. A significant increase in the number of passengers on cruise ships calling at Fiji ports was also recorded. In 1968, there were 31,554 cruise passengers, an increase of 49 per cent over the 1967 total of 21,255. These figures do not include passengers in transit by sea and air who totalled well over 176,000 in 1968, compared with 164,000 in 1967, an approximate increase of 8 per cent.

148. In a report on Fiji's hotel requirements over the next five years, published in July 1968, a progressive visitor growth of 20 per cent per annum compounded is predicted to 1973, when the total number of visitors is expected to rise to about 180,000. To cater for this predicted increase, an additional 2,000 rooms will be needed by 1973, representing a building investment of approximately \$F16 million.

149. The hotel building boom experienced during 1967 has been maintained, reflecting, in the opinion of the administering Power, the general level of confidence in the future of the tourist industry. At the beginning of 1968, the total number of visitor rooms was 1,174 and by December that figure had risen to 1,540.

150. Wakaya Island, covering an area of three square miles, was reportedly sold by the Fijian Affairs Board in 1969 for \$F340,000. The Board had originally bought the island in 1957 for \$F90,000. The island was bought by private interests (mainly United States and Canadian) which set up a company, Wakaya Ltd. According to the company's managing director, Mr. Robert Hunter, plans for development call for 600 resort rooms to cater for about 1,200 visitors and facilities for a local population of about 1,200. Total investment would be \$F18 million.

151. In January 1970, it was reported that Mr. Hunter, who is a real estate agent in the South Pacific, bought Laucala Island for \$F1.2 million from Morris Hedstrom, Ltd., on behalf of his Fiji-based company, South Sea Lands. Morris Hedstrom, Ltd., had owned the 3,000-acre freehold island for about eighteen years as a copra plantation. The island has a population of about 100. According to Mr. Hunter, a design survey would be carried out in October 1970, and a decision made about the construction of a tourist resort, an airstrip and the subdivision of sites for holiday homes.

152. The provision of additional tourist accommodation has been encouraged by the Hotel Aids Ordinance, first introduced in 1958 and extended in 1964. The number of hotel rooms of the type qualifying for assistance under the scheme increased from 547 in 1963 to 1,426 in 1968. Under this scheme, an approved developer can receive a 7 per cent cash grant of the capital cost of the hotel (excluding the cost of land) plus an accelerated depreciation allowance which he can use at any time over the next fifteen years. Alternatively, he can offset 55 per cent of his total capital expenditure (less the cost of land) from taxable income in a period of his choosing, in addition to normal depreciation. The other major incentive to the development of the tourist industry is "duty free" shopping introduced in 1962.

153. The Legislative Council approved in December 1969 a bill to give the Government greater control of the tourist industry, by establishing a Tourist Commission with power to issue directives to the existing Fiji Visitors' Bureau. The Bureau would be reconstituted and would have wider powers than at present. In developing tourism, the Tourist Commission would be required to take into consideration at all times the true cultures and customs of all Fijians.

Co-operative societies

154. During 1968, there was a substantial increase in the number of co-operative societies which rose to 642 during the year, mainly in the field of agriculture credit and marketing co-operatives. Total membership in the co-operative societies rose to 25,056 in 1968, compared with 15,000 in 1967. Copra marketed by the societies in 1968 totalled 8,536 tons valued at \$F1,306,558 and bananas totalling 62,275 cases valued at \$F207,582. Consumer trading co-operatives continued to provide important services throughout Fiji; their total turnover during 1968 amounted to \$F2,708,316. The total turnover of copra, banana and consumer trading co-operatives in 1968 was \$F4,222,456.

155. The upsurge of agricultural credit co-operatives during 1968 saw the prospect of establishing a \$F2 million organization for the purpose of financing co-operative societies. With this in view, the Agricultural Credit Co-operative Association, Ltd., was formed and registered in February 1968. The land-purchase and land-holding co-operative societies both for agricultural land settlement and for housing purposes outstripped the resources of the Department.

Transport and communications

156. A three-year transport survey of Fiji, financed by the UNDP at a cost of \$F1 million, was completed in December 1969. Fifteen experts were involved in the survey which provides plans for an integrated transport system by land, sea and air. It was reported that work on constructing the Queen's Road between Suva and Nadi at a cost of between \$F10 to \$F12 million would begin in 1971. Another project likely to start in 1970 is the \$F5 million development programme to enable Nadi Airport to handle the larger jet aircraft.

4. SOCIAL CONDITIONS

Labour

157. According to an estimate in the annual report of the Fiji Manpower Resources Council, the Territory had a labour force of 134,770 people in 1968, classified as follows: professional and top management, 2,000; sole proprietors, 23,000; technical and semi-professional, 6,000; skilled office, middle level and lower management, 8,000; skilled manual, 31,000; subsistence workers, 28,000; unskilled workers, 31,000; and unemployed, 5,700. There were 643 local people with professional qualifications working in Fiji and 177 local graduates working overseas. Manual workers employed in industry were reported to number 33,268 in 1968, distributed as follows: manufacturing, 9,191; construction, 7,070; services, 4,013; commerce, 3,874; agriculture, 3,750; transport, 2,814; mining, 1,798; and electricity, 753. These figures show an over-all increase of 2,570 over 1967.

158. The rise in the number of workers in the construction and services industries (298 and 509) is attributed mainly to the expansion of the tourist industry and related facilities. In the agricultural sector, employment was principally in the sugar and copra industries, while in the mining sector, gold mines were the main employers, although a small number of workers were employed at a copper mining project recently developed on Vanua Levu. In 1968, about 2,300 persons worked in mines and quarries, of whom 1,400 were Fijians.

159. The main function of the Labour Department is to enforce the labour laws and thereby maintain satisfactory standards of employment. In practice, its duties cover a wider field. These include servicing of the wages councils and enforcement of the councils' wages regulation orders; conciliation in disputes; supervision and control of apprenticeship; operation of employment services; and advising the Government, employers and unions on labour matters. The Department also enforces the National Provident Fund (see A/7200/Add.7, chapter XVI, para. 70).

160. According to the administering Power, the wages and conditions of employment of almost two thirds of the labour force are regulated by voluntary collective agreements negotiated between trade unions and employers. In 1968, an additional 7,500 persons were covered in 1968 by statutory wages regulation orders of the wages councils. There were four wages councils in 1968 covering employees in the following trades: (a) hotel and catering; (b) building, civil and electrical engineering; (c) road transport; and (d) wholesale and retail. Wages were otherwise determined by agreement between individual workers and their employers. During 1968, the Wholesale and Retail Trades Wages Council published an order providing for a minimum hourly wage rate of 2s. 1d. for adult unskilled workers. The average basic wage for unskilled workers employed under negotiated collective agreements was about 2s. 4d. an hour with varying differentials for skill.

161. The average work week ranges from forty to forty-eight hours with time and half for overtime and double pay for Sundays and public holidays. Industrial agreements normally provide for paid holidays in excess of the statutory minimum of eight. Under the Employment (Medical Treatment) Regulations all workers are entitled under certain conditions to free medical aid and treatment and to have their hospital fees paid by their employers up to a maximum of seven days. Where housing is provided for employees, it is usually of a reasonable standard.

162. Apprenticeship, supervisory and management training programmes were continued during 1968. In view of the expansion in the tourist industry, an expert from the International Labour Organisation visited Fiji between January and April 1968 to conduct a survey of hotel training requirements.

163. In 1968, labour exchanges were established at Suva, Lautoka and Labasa and at seven other centres. Of the 3,394 workers who registered for employment, only 450 were placed in jobs. As the registration for employment and the notification of vacancies are both voluntary, these figures are not considered a reliable indication of the level of unemployment which is known to exist. A further indication that the supply of labour was substantially in excess of demand was the statement by the administering Power that employers had no difficulty in obtaining workers to meet their requirements except for a few jobs requiring specialized skills or for those in remote areas.

164. The Manpower Resources Council set up by the Legislative Council in 1967 advises the Governor on matters affecting the supply, deployment and training of manpower at all levels. The Council is a co-ordinating body estimating, with the Government and the private sector of employment, the manpower requirements of both public and private enterprise. It also seeks to ensure close co-operation with the various educational and training authorities in the Territory so that scholarship awards, academic and vocational training courses are continually related to the needs of the Territory.

165. The Labour Advisory Board established under the Employment Ordinance comprises representatives of employers and employees and such government officers as the Governor may appoint. It is the function of the Board to advise the Governor on any matters connected with employment and labour and any questions referred to the Board by the Governor. The Board is composed of the Chairman and Deputy Chairman, who are the Commissioner and Deputy Commissioner of Labour respectively, and seven representatives from each of the employers' and employees' representatives.

166. Six trade unions were registered under the Trade Unions Ordinance, bringing the total number of unions registered at the end of 1968 to thirty. According to the administering Power, relations between trade unions and employers in 1968 were generally good, as was evidenced by the fact that nineteen collective agreements were successfully negotiated during the year. Most of the work stoppages occurred in the early part of 1968 and were in connexion with the series of disputes originating at the end of 1967.

Retail and consumer prices indices

167. The retail price index for the quarter ending 31 December 1968 was 125.2, compared with 122.2 for the quarter ending 31 December 1967. The base (100) was established in 1960. The retail price index derives from a 1959 budget survey of the living patterns of married male urban wage earners, Fijian and Indian, who were living as a family unit in Suva and whose incomes ranged from £F3. 0s. 6d. to £F8. 5s. 0d. a week.

Public health

168. Departmental administration of public health is decentralized. The Territory is divided into four medical divisions, each under a divisional medical officer, who controls and correlates the work of the district nursing sisters, health inspectors and locally qualified medical officers, assistant health inspectors and nurses in his division.

169. In 1968 there were twenty-four sanitary authorities working with the assistance of a medical health officer, a health inspector and several assistant health inspectors.

170. There were four divisional hospitals in the Territory, providing in-patient and out-patient services for the population in their immediate vicinity and also acting as base hospitals for their divisions. The administering Power reports that the Colonial Memorial Hospital in Suva is the most comprehensively staffed and equipped hospital in the South Pacific and is used also as centre of referral for other Territories in the area. There were also three special hospitals: a leprosarium, a mental hospital and a tuberculosis sanatorium.

171. In addition, there were six district and eight rural hospitals and forty-six dispensaries and health centres. A programme to upgrade and reconstruct the hospitals and replace the old dispensaries with modern health centres has been in operation over the past few years. Some rural hospitals have been upgraded to the status of district hospitals by improving the staff and facilities, while minor improvements have been carried out in others. In 1967, an old rural hospital at Savusavu was replaced by a new fifty-bed district hospital, and in 1968, work was started on the building to replace the old district hospital at Sigatoka. The United Kingdom is providing \$F4,135,000 for a new hospital at Lautoka.

172. In 1968, the Territory had forty-two medical and dental officers with overseas qualifications, including specialist staff, 150 matrons, nursing sisters, junior sisters and health sisters (not including thirty-four nursing sisters and assistant nursing sisters at Makogai); 160 locally trained medical officers and dental officers; and 520 locally trained nurses.

173. The total recurrent expenditure on health services in 1968 was estimated at \$F3,004,216. Capital expenditure was estimated at \$F806,696. Other notable items of estimated expenditure (some recoverable), were: South Pacific Health Service, \$F19,060; Fiji School of Medicine, \$F139,480; Fiji Leprosy Hospital, \$F70,508; and family planning, \$F29,380.

174. There are signs at last that the incidence of tuberculosis is beginning to recede. A three-year campaign to test adult Fijians and all children was completed in 1968, with 546 cases reported. It is estimated that the number of cases in 1969 would probably be less than 400 as a result of the campaign.

5. EDUCATIONAL CONDITIONS

175. The educational system in Fiji is under the responsibility of the Minister for Social Services and is administered by a Director of Education. An Education Advisory Council advises the Minister on educational policy. Under the Education Amendment Ordinance, which came into effect in August 1968, certain administrative matters previously referred to this body by the Director of Education became the responsibility of the district education committees, which are appointed by the Minister for Social Services. Under the amended ordinance, these committees, which were increased from six to eight in number, advise the Director of Education on the development of primary and secondary education in their respective areas.

176. In 1968, primary school enrolment increased by 5,941 to 110,912 and secondary school enrolment by 1,940 to 11,995; 839 full-time pupils attended technical and vocational schools; and 294 students attended teacher-training colleges. Another 197 students studied overseas on scholarships. There were 48 kindergartens and 618 schools throughout the Territory, staffed by 3,774 teachers, of whom 75.7 per cent were trained.

177. The University of the South Pacific was officially established by an ordinance passed in the Fiji Legislative Council in July 1967. Preliminary courses began in February 1968 with 160 students drawn from a large number of Pacific countries. The university's Interim Council was reported to envisage complete autonomy for the university by March 1970.

178. Primary teacher-training is offered at three teacher-training colleges; the Nasinu Teacher-Training College, run by the Government; Corpus Christi Training College, run by the Roman Catholic Mission; and Fulton Missionary College, run by the Seventh Day Adventist Mission. In 1968, the combined roll of the three colleges was 294. In addition, 51 licensed teachers completed intensive four-month courses to raise their qualifications. The first secondary teacher-training course to be provided in the Territory was due to start at the University of the South Pacific in 1969.

179. The Nasinu Teacher-Training College is to be almost completely rebuilt within the next three years at an estimated cost of \$F700,000. Existing buildings will be reconstructed and extensions will be added. The full scheme will provide accommodation for 300 students, compared with 240 at present.

180. In September 1969, an advisory commission headed by Sir Philip Sherlock, Secretary-General of the Association of Caribbean Universities and Research Institutions in Jamaica, made a survey of the educational system in the Territory. The commission's report was submitted to the Fijian Government in November of the same year.

181. The commission had reportedly accepted in principle that primary education should be free in due course and should subsequently be made compulsory at the earliest possible date. The commission had then added:

"The present high level of school attendance has taken Fiji a long way towards the achievement of universal primary education. However, we cannot recommend that primary education be made free and compulsory immediately because of the lack of suitable qualified teachers to carry the increased load. A very

large number of teachers would be required to close the gap between the present roll and full attendance and it is on the supply of teachers that a successful implementation of the principle depends".

182. In its report, the commission stated that conversion to a free and compulsory system of education at the present time would cost the Government an additional \$F2.5 million a year and would divert funds from other educational needs of even greater urgency. It recommended that immediate attention should be given to expanding plans for the education of teachers. When these plans had been put into effect and the supply of qualified teachers increased, it would then be appropriate to abolish school fees and perhaps consider further the question of making school attendance compulsory. Meanwhile, it was hoped that the Government would continue its system of grants to enable school committees to remit the fees of indigent children.

183. The commission's other recommendations dealt with almost every aspect of education, including the special problem of the education of Fijians. It recommended that 50 per cent of the Government's university scholarship funds should be reserved for Fijians and that whenever the number of qualified Fijians fell below the annual quota, the unallocated balance should be diverted to other Fijian needs.

184. Government expenditure on education in 1968 was £F2,595,764, compared with £F2,375,036 in 1967.

CHAPTER XIII
(A/8023/Add.5 (Part II))

OMAN

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
A. CONSIDERATION BY THE SPECIAL COMMITTEE	1 - 5	108
B. DECISION OF THE SPECIAL COMMITTEE	6	108

ANNEXES

I. WORKING PAPER PREPARED BY THE SECRETARIAT	109
II. STATEMENT MADE BY THE CHAIRMAN OF THE SPECIAL COMMITTEE ON BEHALF OF THE MEMBERS OF THE SUB-COMMITTEE ON OMAN, AT THE 775TH MEETING, ON 29 OCTOBER 1970	119

CHAPTER XIII

OMAN

A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 737th meeting, on 13 April 1970, the Special Committee, by approving the forty-seventh report of the Working Group (A/AC.109/L.623), decided, inter alia, to take up the question of Oman as a separate item and to refer it to the Sub-Committee on Oman for consideration and report.
2. The Special Committee considered the item at its 775th meeting, on 29 October 1970.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2548 (XXIV) of 11 December 1969 concerning the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, as well as other relevant resolutions of the General Assembly, particularly resolution 2559 (XXIV) of 12 December 1969 concerning the question of Oman, by paragraph 6 of which the General Assembly requested the Special Committee "to follow developments in the Territory and to report thereon to the General Assembly at its twenty-fifth session".
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territory.
5. At the 775th meeting, on 29 October, the Chairman of the Special Committee read out a statement (A/AC.109/PV.775) which he had been authorized to make by the members of the Sub-Committee on Oman concerning the work of that Sub-Committee (see annex II to this chapter). At the same meeting, the Special Committee took a decision concerning the item, which is set out in paragraph 6 below.

B. DECISION OF THE SPECIAL COMMITTEE

6. At its 775th meeting, on 29 October, the Special Committee, by approving the recommendation contained in the statement of the Chairman, to which reference is made in paragraph 5 above, decided to transmit to the General Assembly the working paper referred to in paragraph 4 above in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives which the General Assembly might give in that connexion, to give consideration to this item at its next session.

ANNEX I*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE GENERAL ASSEMBLY AND THE SPECIAL COMMITTEE	1 - 5
B. INFORMATION ON THE TERRITORY	6 - 42
1. SULTANATE OF MUSCAT AND OMAN	6 - 16
General	6
Political and military developments	7 - 13
Other developments	14 - 16
2. TRUCIAL SHEIKHDOMS	17 - 42
General	17 - 18
Political and constitutional developments	19 - 22
Military developments	23 - 26
Economic developments	27 - 38
Education	39 - 42

* Previously issued under the symbol A/AC.109/L.657.

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

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

2. The Special Committee's consideration of the question of Oman is set out in its reports to the General Assembly at its twenty-first, twenty-second, twenty-third and twenty-fourth sessions. d/ The General Assembly's decisions concerning this question are contained in resolutions 1948 (XVIII) of 11 December 1963, 2073 (XX) of 17 December 1965, 2238 (XXI) of 20 December 1966, 2302 (XXII) of 12 December 1967, 2424 (XXIII) of 18 December 1968 and 2559 (XXIV) of 12 December 1969.

3. In April 1968, the Special Committee established a Sub-Committee on Oman, composed of Iran, Iraq, Mali, the United Republic of Tanzania and Venezuela (A/7200 (Part I), chapter I, paras. 82-84). The Sub-Committee was maintained by the Special Committee during 1969 and the question of Oman was referred to it for consideration and report. On 4 November 1969, the Chairman of the Special Committee made the following statement (A/7623/Add.5 (Part II), chapter XIV, annex II):

"It will be recalled that by adopting the fortieth report of the Working Group at its 695th meeting, on 14 March 1969, the Special Committee decided to maintain the Sub-Committee on Oman and to refer the question of

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

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

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

d/ Ibid., chapter XIII; ibid., Twenty-second Session, Annexes, addendum to agenda item 23 (part III), document A/6700/Rev.1, chapter XIII; A/7200/Add.8, chapter XVII; A/7623/Add.5 (part II), chapter XIV.

Oman to that Sub-Committee for consideration and report. Subsequently, the members of the Sub-Committee on Oman, taking into account current developments concerning the Territory, have been in active consultation with a view to discharging the mandate entrusted to that Sub-Committee by the Special Committee. These consultations are continuing.

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

4. The Special Committee approved the above recommendation at the same meeting.

5. During the twenty-fourth session of the General Assembly, the Fourth Committee heard a statement by a petitioner from Oman, Mr. Talib bin Ali. On 12 December 1969, the General Assembly adopted resolution 2559 (XXIV), the operative paragraphs of which read as follows:

"The General Assembly,

".....

"1. Reaffirms its resolutions 2238 (XXI) of 20 December 1966, 2302 (XXII) of 12 December 1967 and 2424 (XXIII) of 18 December 1968;

"2. Reaffirms the inalienable right of the people of Oman to self-determination and to the natural resources of their Territory, as well as their right to dispose of those resources in their best interests;

"3. Urges the Government of the United Kingdom of Great Britain and Northern Ireland to implement fully General Assembly resolution 1514 (XV) and other relevant resolutions;

"4. Recommends that the specialized agencies and international institutions concerned should study, within the scope of their activities and in co-operation with the regional organization concerned and through it, the possibilities of extending assistance to meet the educational, technical and health requirements of the people of the Territory;

"5. Requests the Secretary-General to intensify, in consultation with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, the wide dissemination of information about conditions in the Territory;

"6. Requests the Special Committee to follow developments in the Territory and to report thereon to the General Assembly at its twenty-fifth session."

B. INFORMATION ON THE TERRITORY^{e/}

1. SULTANATE OF MUSCAT AND OMAN

General

6. The Sultanate of Muscat and Oman lies at the extreme south-east of the Arabian peninsula, east of the Rub-al-Khali desert. It has a total area of approximately 82,000 square miles (212,000 square kilometres). The total population of Muscat and Oman is estimated at 750,000, of whom some 40,000 live in Dhofar Province. The capital of the Territory, Muscat, has a population of nearly 6,000. In 1967, the Kuria Muria islands were retroceded to the Sultanate following the British withdrawal from Aden.

Political and military developments

7. According to recent reports, Sultan Said bin Taimur was replaced by his son, Qabus bin Said, as a result of a palace coup on 23 July 1970.

8. Until his replacement, the ex-Sultan had resided permanently in Salalah, Dhofar Province. His Government included a Personal Adviser, Major F.C.L. Chauncy, a Military Secretary, Brigadier Hugh Oldman, a Secretary for External Affairs, Khan Bahadur Maqbul Husain, and an Economic Adviser, Dr. Wendell Phillips.

9. The new ruler has reportedly indicated his desire to establish a modern form of government and to seek recognition from other countries.

10. There are two British air bases in the Sultanate, one at Masirah and one at Salalah in Dhofar. According to reports, a force of about 100 men of the Royal Air Force (RAF) is guarding the Salalah airfield. The Sultan has a small air force consisting of eight light jet aircraft flown by seconded RAF officers. According to a statement made by the United Kingdom Secretary of State for Defence in the House of Commons on 25 March 1970, a total of forty officers of the Royal Marines, the Army and the RAF, and seven Army and other ranks have been serving with the Sultan's armed forces on secondment. It is also reported that about sixty officers are serving as mercenaries with the Sultan's forces. Most of the junior officers in this group are Pakistani. These forces have been increased with the formation of an additional fourth battalion this year.

11. It is reported that armed attacks against the military base at Salalah increased in intensity during the year under review and that Hunter fighters have flown operational sorties against the Dhofar revolutionaries. It is also reported that areas of Dhofar are now controlled by the latter. The "Popular Front for the Liberation of the Occupied Arab Gulf" has issued regular communiqués on its operations against the Salalah base and surrounding military posts. According to these communiqués, the guerrillas have made frequent attacks against the auxiliary camps, posts and patrols in various parts of Dhofar Province, and

^{e/} This information has been derived from published sources. It supplements other information contained in previous reports of the Special Committee (see foot-note ^{d/} above).

have laid ambushes along communication lines. They state that the people's liberation army is supported by a people's militia which is responsible for the administration and protection of villages, the collection of taxes and the transportation of the wounded. They also state that the western area is now under their control, while the Sultan's forces are confined to defensive positions along the coast.

12. On 17 March 1970, it was announced in London by the United Kingdom Secretary of State for Defence that an additional detachment of about thirty RAF men had been dispatched to Salalah after the airfield had been hit by mortar fire. According to that statement, no member of the United Kingdom forces or United Kingdom-based British citizens for whom the Ministry of Defence was responsible had been killed or wounded in Oman over the last five years, and no bombing attacks had been made by United Kingdom military aircraft.

13. A new revolutionary organization, "The National Democratic Front for the Liberation of Oman and the Arabian Gulf", was formed at the end of June 1970, according to a statement issued in Beirut. The "Front" announced its intention to fight against the Sultan's and British forces in Oman in the northern part of the Territory.

Other developments

14. Oil production in the Sultanate has continued to increase at a rapid rate. In 1969, it reached 16.4 million tons, compared with 12.1 million tons in 1968 and 3.2 million tons the year before. The proved oil reserves are now estimated at over 680 million tons. Revenue is estimated at £35 million per annum.

15. According to a press report, one United States firm, Dhofar Cities Service Petroleum Company, has ceased its operations in the Territory. The firm had been prospecting for oil for several years.

16. Educational facilities in the Sultanate are limited to two schools, one in Muscat and the other at Matrah. There are no schools in Dhofar.

2. TRUCIAL SHEIKHDOMS

General

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

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

	<u>Area</u> (square miles)	<u>Population</u>
Dubai	1,500	59,092
Ajman	100	4,245
Umm-al-Qaiwain	300	3,740
Ras-al-Khaimah	650	24,482
Fujairah	450	9,724
Sharjah	1,000	31,480
Abu Dhabi	25,000 (estimate)	46,500
	<hr/> 29,000	<hr/> 179,263

Political and constitutional developments

19. It will be recalled that the talks held by the nine Rulers of the "Union of Arab Emirates", held in Abu Dhabi in October 1969, collapsed, reportedly because of disagreement on some of the points concerning the future structure of the Union, including the allocation of ministerial posts in the federal Government. Other problems had arisen, such as the question of the distribution of military forces and financial resources. Furthermore, some of the participants were also reported to have considered that each State should be represented in the talks by a person with the power to take decisions on behalf of his State. A series of contacts took place during the first part of 1970, and various communiqués were published stressing the importance of going ahead with the Union and of the relations which the Union should have with other countries after the expected British withdrawal in 1971. Contacts were also made to decide on a date for a meeting of the Supreme Council of the Union to solve outstanding issues.

20. In April 1970, a senior official of the Foreign and Commonwealth Office of the United Kingdom visited the area and met with the Rulers of the Trucial States. It was reported that the official's aim was to promote co-operation and encourage the States to establish the new Union, and to settle disputes over certain small islands in the Gulf. In reply to a question in the House of Commons, on 4 May, the Secretary of State for Foreign and Commonwealth Affairs stated that the United Kingdom had a defence commitment to the States forming the Union of Arab Emirates and was responsible for the conduct of their external affairs. The United Kingdom Government's policy was to encourage the development of the Union, to promote stability and to help remove any causes of tension or friction in the area. The responsibility of the United Kingdom would cease by the end of 1971 when the withdrawal of its military presence would have been completed.

21. A meeting of the deputy Rulers of the Trucial States, Bahrain and Qatar was held in June 1970 to prepare for a conference of the Supreme Council of the Federation. In a communiqué issued on 14 June, the meeting confirmed earlier agreements, particularly with regard to the election of the President and Vice-President of the Union, the choice of a temporary and permanent

capital and acceptance of the principle of equal representation in the future National Consultative Assembly. The meeting recommended the establishment of a high-level financial committee to decide on a basis for the federal budget and of a legal committee to review the two draft constitutions submitted to the Supreme Council. The meeting also decided that, instead of allocating specific ministerial posts to each State, the States should each nominate three qualified members, and the Prime Minister should then choose his cabinet from among these nominees. Finally, the deputy rulers recommended that the military base in Qatar should be added to the federal bases.

22. Qatar and Abu Dhabi have lately adopted constitutions making each of them "an independent State". The fact that the State was a member of the Union of Arab Emirates was also included in each of these constitutions.

Military developments

23. United Kingdom land forces are based in Sharjah under the unified command of "Headquarters, British Forces Gulf" in Bahrain. They consist of armoured cars, artillery, engineers and infantry. British officers and non-commissioned officers continue to serve with local forces. The air forces are based in Bahrain and Sharjah and include ground-attack and fighter-reconnaissance aircraft, fixed- and rotary-wing tactical transports, long-range maritime-reconnaissance aircraft and search-and-rescue helicopters. The total number of British forces in the area has recently been estimated at 6,500 men, divided between Bahrain and Sharjah.

24. The Trucial Oman Scouts number about 1,600 men, consisting mainly of Omanis, Dhofaris, Adenis and Yemenis. There are thirty-one seconded British officers serving with the force. According to the Statement on the Defence Estimates for 1970, f/ the Trucial Oman Scouts patrol the hills and desert to resolve tribal disputes. Coastal Command Shackletons assist them by searching for dissident tribesmen and illegal immigrants. Naval frigates and coastal minesweepers carry out patrols to prevent smuggling of arms.

25. According to reports, the defence adviser of the States, General Sir John Willoughby, has recommended that the Trucial Oman Scouts should become the nucleus of the Union's defence forces which would be controlled by the Union's Supreme Council. The future force would consist of two ground battalions (one based on the present Scouts) with supporting engineer and mortar units, a small air force, a small navy and a single air defence system. The report suggested that the rulers should not spend vast sums on forming their own armies, but should concentrate instead on building up well-trained police forces and security services.

26. A number of sheikhdoms have their own armed forces. The local defence force of Abu Dhabi now consists of 4,000 men organized and commanded by General Willoughby. In 1968, Abu Dhabi began the formation of an air wing with the purchase of six light aircraft. The Sheikdom of Dubai has refrained from creating an army because of the heavy expense involved. The Ruler, Sheikh Rashid, has reportedly favoured the retention of United Kingdom forces in the area.

f/ Statement on the Defence Estimates, 1970, Cmnd. 4290 (London, H.M. Stationery Office, 1970).

Economic developments

27. The Trucial States Council held meetings in March 1970 to discuss further plans for the economic development of the sheikhdoms.

28. On 19 January 1970, the Minister of Overseas Development announced in the House of Commons that the British Middle East Development Division had undertaken an economic survey of the Northern Trucial States and made recommendations for the future development of the area over the next five years.

29. In Abu Dhabi, the Government has concentrated its efforts on resettlement schemes at Al Ain and Liwa Oases. The schemes would provide permanent housing, land, wells and pumps, seeds, fertilizers and cash grants for nomadic tribesmen to entice them to settle in the area.

30. Abu Dhabi had a deficit of BD15.15 million g/ (£13.1 million) in 1969, mainly in the development sector. Total expenditure was BD102 million, as against BD86.46 million in revenue. The deficit has been attributed to overspending and lack of administrative co-ordination. The recurrent budget estimate for expenditure was BD48.2 million, but actual disbursements were BD56.5 million. Capital expenditure (BD45.5 million) also exceeded the budget estimate of BD38.1 million.

31. In 1969, a Supreme Planning Council consisting of local notables and merchants was established to oversee public spending. A new financial adviser from the United Kingdom was appointed at the beginning of this year. It was announced that 1970 would be a year of retrenchment: only £11 million of the nearly £43 million development budget would be allocated for new projects, the balance going to schemes already under implementation.

32. During 1969, imports to Abu Dhabi were valued at £51.9 million, of which £15 million came from the United Kingdom. Exports to the United Kingdom were valued at £16.6 million. About 80 per cent of imports (by total tonnage) consist of construction materials.

33. There has been a rapid growth in entrepôt trade and banking in Dubai, attributed to the "open door" policy followed by the Ruler. In Sharjah, construction work on the expansion of the inland port began in January 1970. The port now receives ships of more than 10,000 tons. Aid through the Trucial States Council Development Fund has been used to establish a town-road system, an agricultural scheme and a modern water and electricity supply. Funds from this aid have also been used to develop fishing areas, with an estimated catch of 1 million tons a year.

34. In addition to the British Bank of the Middle East, which was the only bank in the Territory for many years, two more banks have now opened - the Eastern Bank and the National and Grindlays Bank.

35. In 1969, crude oil production in Abu Dhabi was 28.9 million tons, compared with 24.1 million tons in 1968. Revenue from oil rose from \$152 million to nearly \$187 million during the same period. Crude oil production in Dubai reached 1 million tons in 1969.

g/ One Bahrain dinar equals \$US 1.90.

36. As previously reported, a number of Japanese companies hold concessions in Abu Dhabi for oil exploitation. In 1969, the British-owned Abu Dhabi Petroleum Company relinquished three blocks of its concession with a total area of 9,000 square kilometres. It was reported that the Japanese Mitsubishi group, the Middle East Oil Company, would take over this area and would drill its first wells at the beginning of 1970. A second Japanese company, the Abu Dhabi Oil Company, was reported to have had strikes yielding 3,000 barrels a day from its first two wells. Output was to be increased gradually during the year. It was also reported that off-shore rights relinquished by Abu Dhabi Marine Areas two thirds of which is owned by British Petroleum and one third by the Compagnie Française des Pétroles) would be awarded to the Japanese interests referred to above. A representative of the Abu Dhabi Government stated in January that his Government wished to negotiate the purchase of 1 million tons of crude oil a year from the two producing companies, Abu Dhabi Marine Areas and the Abu Dhabi Petroleum Company. It was examining a project for a refinery which would produce 10,000 barrels a day under the five-year plan.

37. In Sharjah, new concessions have been signed with Shell Hydrocarbons and a consortium of Shell Minerals and Bomin. The former concession relates to the west coast on-shore area and was granted in exchange for an initial payment of \$1.5 million and an annual rental of \$81,250. The second comprises the east coast on-shore and off-shore areas and was given in exchange for an initial payment of \$350,000 and an annual rental of \$200,000. Last December, Sharjah also signed an oil concession with Buttes Oil and Gas Company of California for an off-shore area of 947 square miles. In exchange, the Ruler received a down payment of \$2 million and agreement to an annual rental of \$100,000, rising gradually to \$150,000. A further payment of \$1.3 million would be made if oil should be produced on a commercial basis. The royalties would be shared on a fifty-fifty basis. A similar concession, seven miles off-shore from the island of Abu Musa, was granted by the State of Umm-al-Qainan to another United States oil company, Occidental Petroleum. A dispute has reportedly arisen over the concessionary rights of the two United States firms.

38. In February 1970, a new concession was granted by Dubai to the Beach Petroleum Company over an area of 770 square miles on land and off-shore. The State received \$2 million as down payment. It was reported that rental and other payments would amount to \$10 million when production reaches 400,000 barrels a day.

Education

39. Primary and intermediate education for boys and girls is available in Abu Dhabi, Dubai, Ras-al-Khaimah and Sharjah, and in the remaining States for boys only. Limited secondary education is provided also for boys in Dubai and Ras-al-Khaimah and for boys and girls in Sharjah. The States Development Office administers three trade schools, which are located in Sharjah, Dubai and Ras-al-Khaimah. A large number of teachers are Palestinians or nationals from neighbouring Arab countries.

40. In Abu Dhabi, the number of teachers (men and women) increased from 77 to 399 and the number of students increased from 4,937 to 7,000. In addition, 150 pupils were sent abroad for studies, of whom fifty went to universities in the United Kingdom. A bonus scheme has been introduced to induce parents to send their children to school.

41. In Sharjah, there are now more than fifteen schools attended by 3,000 students (girls and boys). The number of girls in primary schools rose to 1,000 in 1970.

42. According to the Minister of Overseas Development (see paragraph 28 above), the United Kingdom, in order to help overcome a shortage of technical skills, has contributed to the capital costs and provided staff for the establishment of a Gulf Technical College in Bahrain to serve the needs of the area for secondary education.

ANNEX II

STATEMENT MADE BY THE CHAIRMAN OF THE SPECIAL COMMITTEE ON BEHALF OF THE MEMBERS OF THE SUB-COMMITTEE ON OMAN, AT THE 775TH MEETING, ON 29 OCTOBER 1970

It will be recalled that, by adopting the forty-seventh report of the Working Group (A/AC.109/L.623) at its 737th meeting, on 13 April 1970, the Special Committee decided to maintain the Sub-Committee on Oman and to refer the question of Oman to that Sub-Committee for consideration and report. Subsequently, the members of the Sub-Committee on Oman, taking into account current developments concerning the Territory, have been in active consultation with a view to discharging the mandate entrusted to that Sub-Committee by the Special Committee. These consultations are continuing.

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

CHAPTERS XIV-XVI

(A/8023/Add.6)

CONTENTS

<u>Chapter</u>		<u>Paragraphs</u>	<u>Page</u>
XIV.	GILBERT AND ELLICE ISLANDS, PITCAIRN AND THE SOLOMON ISLANDS; NIUE AND THE TOKELAU ISLANDS; NEW HEBRIDES; AMERICAN SAMOA AND GUAM; TRUST TERRITORY OF THE PACIFIC ISLANDS; PAPUA AND THE TRUST TERRITORY OF NEW GUINEA, AND THE COCO (KEELING) ISLANDS		
	A. CONSIDERATION BY THE SPECIAL COMMITTEE	1 - 25	122
	B. DECISIONS OF THE SPECIAL COMMITTEE	26 - 27	126
	ANNEXES		
	I. AIDE MEMOIRE DATED 19 JUNE 1970 FROM THE CHAIRMAN OF THE SPECIAL COMMITTEE TO THE PRESIDENT OF THE TRUSTEESHIP COUNCIL		133
	II. REPORTS OF SUB-COMMITTEE II		135
	III. WORKING PAPERS PREPARED BY THE SECRETARIAT		140
XV.	BRUNEI		
	A. CONSIDERATION BY THE SPECIAL COMMITTEE	1 - 5	270
	B. DECISION OF THE SPECIAL COMMITTEE	6	270
	ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT		271
XVI.	HONG KONG		
	A. CONSIDERATION BY THE SPECIAL COMMITTEE	1 - 4	279
	B. DECISION OF THE SPECIAL COMMITTEE	5	279
	ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT		280

CHAPTER XIV

GILBERT AND ELLICE ISLANDS, PITCAIRN AND THE SOLOMON ISLANDS; NIUE AND THE TOKELAU ISLANDS; NEW HEBRIDES; AMERICAN SAMOA AND GUAM; TRUST TERRITORY OF THE PACIFIC ISLANDS; PAFUA AND THE TRUST TERRITORY OF NEW GUINEA, AND THE COCOS (KEELING) ISLANDS

A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 737th meeting, on 13 April 1970, the Special Committee, by approving the forty-seventh report of the Working Group (A/AC.109/L.623) decided, inter alia, to refer the questions of the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands; Niue and the Tokelau Islands; the New Hebrides; American Samoa and Guam; the Trust Territory of the Pacific Islands; Papua and the Trust Territory of New Guinea and the Cocos (Keeling) Islands, to Sub-Committee II for consideration and report.
2. The Special Committee considered these items at its 745th, 771st, 772nd and 775th to 777th meetings, between 18 June and 3 November.
3. In its consideration of the items, the Special Committee took into account the relevant provisions of General Assembly resolution 2548 (XXIV) of 11 December 1969, as well as other resolutions of the General Assembly, particularly 2592 (XXIV) of 16 December 1969, concerning twenty-five Territories including the Gilbert and Ellice Islands, Pitcairn, the Solomon Islands, Niue, the Tokelau Islands, New Hebrides, American Samoa, Guam and the Cocos (Keeling) Islands, by paragraph 8 of which the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fifth session on the implementation of the present resolution". It also took into account resolution 2590 (XXIV) of 16 December 1969 on the question of Papua and the Trust Territory of New Guinea, by which the General Assembly, inter alia, requested "the Special Committee to continue to examine this question and to report to the General Assembly at its twenty-fifth session".
4. During its consideration of the items, the Special Committee had before it working papers prepared by the Secretariat (see annex III to the present chapter) containing information on action previously taken by the Special Committee and by the Trusteeship Council, as well as by the General Assembly, and on the latest developments relating to the Territories concerned. Further, the Special Committee also took into account the reports of the Trusteeship Council at its thirty-seventh session: (a) to the Security Council concerning the Trust Territory of the Pacific Islands; 1/ and (b) to the General Assembly concerning the Trust Territory of New Guinea. 2/

1/ Official Records of the Security Council, Twenty-fifth Year, Special Supplement No. 1 (S/9893).

2/ Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 4 (A/8004).

5. The Special Committee also had before it the following petitions:

- (a) Letter dated 22 June 1970 from Mr. J. J. Hummel concerning Papua (A/AC.109/PET.1136 and Corr.1);
- (b) Two letters dated 22 May and 3 June 1970 from Chief Jimmy T.P.S. Moses, President of Nagriamel concerning New Hebrides (A/AC.109/PET.1148).

6. At its 745th meeting, on 18 June, the Chairman informed the Special Committee of the consultations he had held with the President of the Trusteeship Council as well as with members of the Committee in connexion with the implementation of paragraph 5 of General Assembly resolution 2590 (XXIV). 3/ Following statements by the representative of Ethiopia, in his capacity as Chairman of Sub-Committee II, and by the representatives of the Union of Soviet Socialist Republics, Poland, the United States of America and the United Kingdom of Great Britain and Northern Ireland (A/AC.109/PV.745 and Corr.1), the Special Committee took decisions on the matter as reflected in paragraph 26 (a) below. The text of an aide memoire dated 19 June 1970, submitted by the Chairman to the President of the Trusteeship Council in that connexion, is reproduced in annex I to the present chapter.

7. At the 771st meeting, on 6 October, the Rapporteur of Sub-Committee II in statements to the Special Committee (A/AC.109/PV.771) introduced the reports of that Sub-Committee concerning the following items (see annex II.A to E to this chapter):

- (a) Territories considered by Sub-Committee II during 1970:
general conclusions and recommendations
- (b) Niue and the Tokelau Islands
- (c) New Hebrides
- (d) Gilbert and Ellice Islands, Pitcairn and the Solomon Islands
- (e) American Samoa and Guam.

8. The Special Committee considered the above-mentioned reports at its 771st and 772nd meetings, on 6 and 7 October 1970.

9. At the 771st meeting, the Chairman informed the Special Committee of the receipt of a letter dated 11 September 1970, addressed to him by the Permanent Representative of New Zealand to the United Nations (A/AC.109/363), requesting permission to participate in the Committee's discussion on Niue and the Tokelau Islands. The Committee decided, without objection, to accede to that request.

3/ Paragraph 5 of the resolution under reference reads as follows:

...

"5. Requests the Trusteeship Council to include in its periodic visiting missions to the Trust Territory of New Guinea non-members of the Trusteeship Council, in consultation with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and the Administering Authority, in accordance with the Charter of the United Nations".

10. At the same meeting, statements were made by the representative of New Zealand concerning Niue and the Tokelau Islands; and by the representative of the United Kingdom concerning Gilbert and Ellice Islands, Pitcairn and the Solomon Islands (A/AC.109/PV.771).
11. At the 772nd meeting, statements were made by the representative of the United Kingdom concerning Niue and the Tokelau Islands; and by the representatives of the Union of Soviet Socialist Republics, Venezuela and the United Kingdom concerning American Samoa and Guam (A/AC.109/PV.772).
12. At the same meeting, the Special Committee adopted the reports of Sub-Committee II concerning the items referred to in paragraph 7 (b) to (e) above and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members would be reflected in the records of the meetings cited. These conclusions and recommendations are set out in paragraph 27 (b) to (e) below.
13. At the 775th meeting, on 30 October, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/PV.775), introduced the report of that Sub-Committee concerning the Trust Territory of the Pacific Islands (see annex II.F to the present chapter). At the same meeting, statements were made by the representatives of the Union of Soviet Socialist Republics, the United States and Iraq (A/AC.109/PV.775).
14. At the 776th meeting, on 2 November, further statements on the report were made by the representatives of the Union of Soviet Socialist Republics, the United States and the United Kingdom (A/AC.109/PV.776).
15. At the same meeting, the Special Committee adopted the report of Sub-Committee II concerning the Trust Territory of the Pacific Islands and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members would be reflected in the record of the meeting. These conclusions and recommendations are set out in paragraph 27 (f) below.
16. At the same meeting, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/PV.776), introduced the report of that Sub-Committee concerning Papua and the Trust Territory of New Guinea, and the Cocos (Keeling) Islands (see annex II.G to the present chapter).
17. With the consent of the Special Committee, the Chairman invited the representative of Australia, as the administering Power concerned, to participate in the discussion of the Special Committee concerning the above-mentioned Territories.
18. At the same meeting, a statement was made by the representative of Poland (A/AC.109/PV.776).
19. At the 777th meeting, on 3 November, statements on the report were made by the representatives of the Union of Soviet Socialist Republics, Afghanistan, the United Kingdom, Sierra Leone, the United States, Australia and Poland (A/AC.109/PV.777).
20. At the same meeting, the Special Committee agreed to replace paragraph 5 (5) of the report referred to in paragraph 16 above, which read:

"The Special Committee notes that in the forthcoming visiting mission of the Trusteeship Council to the Trust Territory of New Guinea the non-members of the Trusteeship Council will include an African and an Asian member from the Special Committee. The Special Committee would have appreciated it, however, if the terms of reference of the visiting mission could have taken into consideration previous recommendations and resolutions adopted by the Special Committee on the Territory"

by the following:

"The Special Committee, recalling that by resolution 2590 (XXIV) of 16 December 1969 the General Assembly, inter alia, requested the Trusteeship Council to include in its periodic visiting missions to the Trust Territory of New Guinea non-members of the Council, notes that the forthcoming visiting mission to the Trust Territory will include non-members of the Council who are members of the Special Committee. a/ The Special Committee would have appreciated it, however, if in the discharge of its duties the visiting mission could take into consideration previous recommendations and resolutions adopted by the Special Committee on the Territory."

"a/ Following the consultations provided for in General Assembly resolution 2590 (XXIV), it was decided to include as members of the visiting mission representatives of Iraq and Sierra Leone."

21. At the same meeting, the Special Committee adopted the report of Sub-Committee II concerning Papua and the Trust Territory of New Guinea and the Cocos (Keeling) Islands, as revised, and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members would be reflected in the record of the relevant meetings. These conclusions and recommendations are set out in paragraph 27 (g) below.

22. At the same meeting, the Chairman of the Special Committee informed the Committee that Sub-Committee II had agreed to a change in paragraph 5 (3) of its report on general conclusions and recommendations referred to in paragraph 7 (a) above, whereby the words "allow a sub-committee to visit the Territories" were replaced by the words "allow a mission to visit the Territories".

23. At the same meeting, following a statement by the representative of the United States (A/AC.109/PV.777), the Special Committee adopted the report of Sub-Committee II referred to in paragraph 7 (a) above, as revised, and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members would be reflected in the record of the meeting. These conclusions and recommendations are set out in paragraph 27 (a) below.

24. The text of the conclusions and recommendations concerning specific Territories was transmitted to the permanent representatives of the administering Powers concerned, for the attention of their respective Governments, as follows:

<u>Territory</u>	<u>Administering Powers</u>	<u>Date of transmittal</u>
Gilbert and Ellice Islands, Pitcairn and the Solomon Islands	United Kingdom	27 October 1970
Niue and the Tokelau Islands	New Zealand	27 October 1970
New Hebrides	France/United Kingdom	27 October 1970
American Samoa and Guam	United States	27 October 1970
Trust Territory of the Pacific Islands	United States	4 November 1970
Papua and the Trust Territory of New Guinea, and the Cocos (Keeling) Islands	Australia	18 November 1970

25. On 18 November, the text of the general conclusions and recommendations concerning the Territories considered by Sub-Committee II was similarly transmitted to the permanent representatives of the administering Powers referred to above.

B. DECISIONS OF THE SPECIAL COMMITTEE

26. The decisions taken by the Special Committee at its 745th meeting, on 18 June, concerning the implementation of paragraph 5 of General Assembly resolution 2590 (XXIV) of 16 December 1969 relating to the periodic Visiting Mission of the Trusteeship Council to the Trust Territory of New Guinea in 1971, to which reference is made in paragraph 7 above, are reproduced below:

At the 745th meeting, on 18 June, the Special Committee decided, without objection, to authorize its Chairman to propose to the President of the Trusteeship Council the inclusion of Iraq and Sierra Leone in the Council's forthcoming periodic Visiting Mission to the Trust Territory of New Guinea, it being understood that the various views expressed by members of the Committee would be conveyed in full to the Trusteeship Council by the Chairman.

At the same meeting, the Special Committee further agreed to request its Chairman, on behalf of the Committee, to impress upon the President of the Trusteeship Council that the Visiting Mission in the discharge of its mandate, should take fully into account the various conclusions and recommendations concerning the Trust Territory previously adopted by the Special Committee and endorsed by the General Assembly, as well as those to be adopted by the Committee at its 1970 session.

27. The text of the conclusions and recommendations adopted by the Special Committee at its 772nd, 776th and 777th meetings, between 7 October and 3 November 1970, to which reference is made in paragraphs 12, 15, 21 and 23 above, are reproduced below:

(a) General conclusions and recommendations

(1) The Special Committee reaffirms the inalienable right of the people of all Trust and Non-Self-Governing Territories in Asia and the Pacific Ocean areas to self-determination in conformity with the Declaration contained in General Assembly resolution 1514 (XV) of 14 December 1960.

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

(3) Bearing in mind the positions of the Powers administering Trust and Non-Self-Governing Territories in Asia and the Pacific Ocean area concerning the dispatch of visiting missions to these Territories, the Special Committee wishes to stress again the importance of sending visiting missions to the Territories. It is only through direct contact that the true attitude, aspirations and wishes of the peoples of the Territories can be ascertained. The Special Committee urges the administering Powers to reconsider their position concerning visiting missions and allow a mission to visit the Territories.

(4) The Special Committee takes note of the number of projects which continue to be carried out in some of the Territories under the auspices of the United Nations and its specialized agencies. It maintains that such assistance in the economic and social development of all the Territories is particularly useful in decreasing their dependence on the administering Powers and continues to express the hope that such assistance will be sought and increased.

(b) Conclusions and recommendations pertaining to the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands

(1) The Special Committee notes the statement of the representative of the administering Power that certain steps have been taken to revise the 1967 Constitution of the Gilbert and Ellice Islands. It notes further that on 10 April 1970 a new Constitution came into effect in the Solomon Islands and that, as a result, general elections were held in May and June of that year. The Special Committee considers, however, that even with the introduction of these measures, the constitutional systems in these Territories fall short of earlier recommendations which it has made to the administering Power. It therefore reiterates its recommendation that the administering Power should transfer full responsibility of government to the representatives of the people in accordance with the Declaration contained in General Assembly resolution 1514 (XV) of 14 December 1960.

(2) The Special Committee notes the statement of the representative of the administering Power that the arrangements for the production and sale of phosphate were reviewed at a meeting held at Suva in March 1970 between the Governments of Australia, New Zealand and the United Kingdom, and that the question of the proportion of revenue allocations resulting from phosphate enterprises was not discussed at the meeting. Recalling that the right of the peoples and nations to self-determination includes permanent sovereignty over their natural wealth and resources, the Special Committee expresses the hope that necessary steps will be taken by the administering Power and by the two other partner Governments of the British Phosphate Commissioners to ensure the full interest of the people of the Territory in question.

(3) The Special Committee takes note that, pursuant to the request made at its session in 1968, the Secretary-General has taken the preliminary steps for the study concerning all aspects of the extraction and marketing of phosphate on Ocean Island. It once again expresses the hope that all those concerned will co-operate fully with the Secretary-General so as to permit him to report on this study at the earliest possible time.

(4) The Special Committee notes the statement of the representative of the administering Power that the Wholesale Society in the Gilbert and Ellice Islands is being reorganized in the light of that Territory's development plan and that it is intended to convert the Wholesale Society into a development authority which will absorb a number of activities currently undertaken directly by various government departments. The Special Committee wishes to be kept informed of the developments in this connexion.

(5) The Special Committee is concerned at the slow pace of social and economic development in these Territories and urges the administering Power to take the necessary steps to accelerate progress in these fields.

(6) The Special Committee welcomes the co-operation initiated recently between the administering Power and the specialized agencies concerning the promotion of social and economic development and expresses the hope that such co-operation will continue to grow in the future.

(7) The Special Committee notes the statement of the representative of the administering Power concerning the granting of prospecting licences in the Solomon Islands to foreign companies. The Special Committee, however, urges the administering Power to keep in view the legitimate interests of the people in this connexion and to take account of the relevant General Assembly resolution concerning foreign economic interests in colonial Territories.

(8) The Special Committee is concerned at the prevailing educational conditions in the Territories. It requests the administering Power to take appropriate steps towards rapid educational development and to make education compulsory and free of charge at the elementary level. The Special Committee also draws the attention of the administering Power to the development of secular education in the Territories.

(c) Conclusions and recommendations pertaining to Niue and the Tokelau Islands

(1) The Special Committee takes note of the statements made by the representative of New Zealand on the subject of the status of Niue and the Tokelau Islands. The Special Committee also notes with interest the report of the administering Power that a full member system of government has now been established in Niue and that the principle of one man, one vote is in force in that Territory. It considers, however, that the chairmanship of the Executive Committee, which is at present constitutionally filled by the Resident Commissioner, should be entrusted to an elected indigenous member.

(2) The Special Committee wishes to see an accelerated pace of constitutional development in Niue and would expect similar steps to be taken in

respect of the Tokelau Islands so as to help advance the people of the Territories to the stage of determining their own future as soon as possible.

(3) The Special Committee notes the statement of the administering Power that the basic policy of its public service training scheme is to diminish the need for New Zealand officials in the Territories. It also takes note of the statement of the administering Power that a majority of positions in the Niue Public Service are held by Niueans.

(4) With regard to economic development, the Special Committee takes note of the development programme for 1968-1971 which is being implemented and expresses the hope that it will produce positive results. It notes the statement made by the representative of the administering Power concerning the composition and powers of the Niue Development Board and its relationship to the New Zealand Government. It would welcome being kept informed on the activities of this Board.

(5) The Special Committee notes that some progress in the educational sphere has been made in both Territories and wishes to note further the rapid progress in this important field.

(6) The Special Committee takes note of the statement of the administering Power that New Zealand has undertaken unconditionally to receive United Nations visiting missions in Niue and the Tokelau Islands at a time when those Territories reach the stage of a decisive act of self-determination. The Special Committee, however, is of the view that it is necessary to send a visiting mission to assess, inter alia, the stage for a decisive act of self-determination. The Special Committee urges the administering Power to comply with the repeated request of the Special Committee concerning visiting missions and to allow a sub-committee to visit the Territories without further delay.

(d) Conclusions and recommendations pertaining to the New Hebrides

(1) The Special Committee expresses its serious concern that one of the administering Powers of the condominium, namely France, continues to find it not possible to co-operate with the Committee concerning the Territory by supplying it with supplementary information so as to assist the Committee to formulate its conclusions and recommendations. In this regard, the Special Committee reiterates its appeal to the Government of France to reconsider its position.

(2) The Special Committee notes the statement of the representative of the United Kingdom that there is now a majority of New Hebrideans among the elected members of the Advisory Council, and that this Council has been increasingly active in the period under review. The Committee, however, regrets that New Hebrideans are still in a minority in the Advisory Council and considers that the Advisory Council still has limited powers and that the powers vested in the Resident Commissioner are so broad and sweeping as virtually to reduce the effectiveness of the Advisory Council.

(3) Bearing this in mind, the Special Committee expresses the hope that constitutional development will take place so as to transfer full governmental authority to an elected body.

(4) The Special Committee attaches great importance to the question of the restoration of indigenous ownership of land. Noting the communication dated 22 May and 3 June 1970 (A/AC.109/PET.1148) from leaders of the Nagriamel movement and its reference to the land situation in the Territory and taking note of the statement of the representative of one of the administering Powers, the Special Committee considers that certain administrative measures should be taken to restore indigenous ownership to land and to ensure that this is not violated. In this regard, the Special Committee requests that it be kept informed on this subject by the administering Powers.

(5) The Special Committee continues to be concerned at the slow pace of development in the economic, social and educational fields in the New Hebrides. The Special Committee therefore reiterates its recommendations to the administering Powers that advancement in these fields should be intensified through a concerted effort and that the active participation of representatives of the people in this process be secured.

(e) Conclusions and recommendations pertaining to American Samoa and Guam

(1) The Special Committee notes the statement of the representative of the administering Power that the economic development of Guam, although to some extent attributable to the growth of tourism, the establishment of industries and its development as a communications centre, still revolves around the existence of military installations in the Territory. The Special Committee, however, regrets the continued presence of military installations in Guam, which impedes the process of decolonization of the Territory. It therefore reiterates its view that the dependence of Guam on military activities and particularly the presence of military bases should be brought to an end as soon as possible.

(2) The Special Committee takes note of a constitutional convention in Guam held with a view to changing its basic constitutional instrument, the Organic Act of Guam, and the holding of general elections in November 1970 whereby the people of the Territory for the first time will elect their chief executives, the Government and the Lieutenant Governor. It notes further that a Political Status Commission has been consulting on the future of American Samoa and that a constitutional convention is scheduled to be convened in that Territory in 1971. The Special Committee nevertheless considers that the administering Power should stress the political education of the peoples of the two Territories especially with regard to all options which they have before them, including independence, and expresses the hope that the above-mentioned measures will lead to a lessening of the dependence of American Samoa and Guam on the United States as well as to further steps that will allow the peoples of these Territories to participate fully and freely in the act of self-determination in conformity with the Declaration contained in General Assembly resolution 1514 (XV) of 14 December 1960.

(3) The Special Committee expresses its concern at the tendency of the administering Power to perpetuate its association with those Territories. The Special Committee urges the administering Power not to prejudice and prejudice the future of these Territories.

(4) The Special Committee is concerned about the increasing presence and activities in these Territories of citizens of the administering Power who, for obvious reasons, are able to effect the political process and future of American

Samoa and Guam. The Special Committee urges the administering Power to provide it with detailed information on this important question.

(5) The Special Committee notes the statement of the administering Power that in the public service of American Samoa one employee in fifteen is non-Samoan, and that Samoans are being trained to take over key positions in the Administration as fast as possible. The Special Committee takes note of this policy and wishes to be kept informed of the progress made in this regard.

(6) The Special Committee welcomes the information that a preliminary land survey has been conducted in American Samoa and expresses the hope that the results of a definite survey which will enable fuller utilization of arable land will be made known to it in due course.

(f) Conclusions and recommendations pertaining to the Trust Territory of the Pacific Islands

(1) The Special Committee takes note of the statement of the representative of the Administering Authority on its responsibility to the Security Council concerning the administration of the Trust Territory of the Pacific Islands and of his invitation to consult the report of the Trusteeship Council to the Security Council ^{4/} covering its thirty-seventh session. In this regard, the Special Committee considers that it has had insufficient information at its disposal especially concerning the views of the Micronesians on the future status of their Territory.

(2) In the circumstances, the Special Committee wishes to reiterate its previous conclusions and recommendations concerning the Trust Territory of the Pacific Islands, especially those concerning the future status of the Territory and the Territory's economic dependence on the Administering Authority.

(g) Conclusions and recommendations pertaining to Papua and the Trust Territory of New Guinea, and the Cocos (Keeling) Islands

(1) The Special Committee notes the statement of the representative of the administering Power that recent constitutional changes based on the reports of the Select Committee on Constitutional Development to the House of Assembly have resulted in the expansion of the powers of the House's ministerial members and of the responsibilities of the Administrator's Executive Council. It considers, however, that the inhabitants of the Territory are not yet fully participating in the management of their own affairs, as the Special Committee has previously recommended, and that progress towards the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples contained in General Assembly resolution 1514 (XV), continues to be slow. The Special Committee therefore urges the administering Power to establish a specific time-table to guide Papua and the Trust Territory of New Guinea to self-determination and independence in accordance with the Declaration. The Special Committee also notes the

^{4/} Official Records of the Security Council, Twenty-fifth Year, Special Supplement No. 1, (S/9893).

administering Power's policy of localization of the public service and urges the administering Power to accelerate its efforts in this direction.

(2) The Special Committee notes the statement of the representative of the administering Power concerning the general economic situation in the Territories, especially the emphasis which has been placed on the copper mining project at Bougainville. Mindful that it has previously expressed the view that diversification and industrialization should be so directed as to eliminate the economic dependence of the Territory on the administering Power, the Special Committee would welcome further information regarding the progress made under the economic development programme in operation in the Territory since 1968, as well as steps which have been taken to ensure the fullest protection of the economic rights of the indigenous population.

(3) The Special Committee also notes the statement of the administering Power regarding the preparation of legislation necessary to implement proposed reforms concerning land tenure. It would welcome further information on this subject.

(4) The Special Committee notes the long-term objective of the educational programme of the administering Power and expresses the hope that a comprehensive system covering the whole of Papua and the Trust Territory of New Guinea, making primary education available to all, will be established in the shortest possible time.

(5) The Special Committee, recalling that by resolution 2590 (XXIV) of 16 December 1969 the General Assembly, inter alia, requested the Trusteeship Council to include in its periodic visiting missions to the Trust Territory of New Guinea non-members of the Council, notes that the forthcoming visiting mission to the Trust Territory will include non-members of the Council who are members of the Special Committee. ^{5/} The Special Committee would have appreciated it, however, if in the discharge of its duties the visiting mission could take into consideration previous recommendations and resolutions adopted by the Special Committee on the Territory.

^{5/} Following the consultations provided for in General Assembly resolution 2590 (XXIV), it was decided to include as members of the visiting mission representatives of Iraq and Sierra Leone.

ANNEX I

AIDE MEMOIRE DATED 19 JUNE 1970 SUBMITTED BY THE CHAIRMAN OF THE SPECIAL COMMITTEE TO THE PRESIDENT OF THE TRUSTEESHIP COUNCIL CONCERNING THE IMPLEMENTATION OF PARAGRAPH 5 OF GENERAL ASSEMBLY RESOLUTION 2590 (XXIV) OF 16 DECEMBER 1969

1. Within the context of paragraph 5 of General Assembly resolution 2590 (XXIV) of 16 December 1969 concerning Papua and the Trust Territory of New Guinea, the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, at its 745th meeting, on 18 June 1970, gave consideration to the question of the inclusion of non-members of the Trusteeship Council in the forthcoming periodic visiting mission to the Trust Territory of New Guinea, to be dispatched by the latter body in early 1971.
2. At the outset, the Chairman informed the Special Committee of the consultations he had undertaken in that connexion with the President of the Trusteeship Council, following conversations with members of the Special Committee and in particular with the members of Sub-Committee II, which was the subsidiary body primarily concerned with the Trust Territory. The Chairman stated that, according to the President of the Trusteeship Council, the majority of the Council favoured a mission consisting as in the past of four members. They also felt that two of these members should be drawn from the Council and the other two from the Special Committee.
3. The Chairman added that for the purpose of ensuring the necessary political balance, he had indicated to the Council President a preference for a mission consisting of five or, preferably, six members, three to be drawn from the Council and the other three from the Special Committee. However, according to the Council President, the Chairman's suggestion was not acceptable either to the majority of the Council members or to the Administering Authority.
4. During the ensuing debate in the Special Committee, members expressed their appreciation of the efforts undertaken by the presiding officers of the two bodies to obtain a consensus of the two bodies concerning the composition of the visiting mission. Some members also expressed regret that, owing to the lack of time, the Special Committee was in no position to give full consideration to the matter. Several members felt strongly that in order to ensure equitable geographic distribution and the necessary political balance, the mission should be composed of at least five members, three to be drawn from the Committee and two from the Council. Others expressed the belief that the role to be played by the Special Committee as regards the appointment of the mission was merely a consultative one and that the Committee should not expect its views to be accepted in toto by the Trusteeship Council.
5. After discussion, the Special Committee decided, without objection, to authorize its Chairman to propose to the President of the Trusteeship Council the inclusion of Iraq and Sierra Leone in the Council's forthcoming periodic visiting mission to the Trust Territory of New Guinea, it being understood that the various

views expressed by members of the Committee in that connexion would be conveyed in full to the Trusteeship Council. The Committee further agreed to request its Chairman, on behalf of the Committee, to impress upon the President of the Council that the Visiting Mission, in the discharge of its mandate, should take fully into account the various conclusions and recommendations concerning the Trust Territory previously adopted by the Special Committee and endorsed by the General Assembly, as well as those to be adopted by the Committee at its 1970 session.

6. The Chairman expresses the hope that the foregoing decisions of the Special Committee, as well as the views expressed by members of the Committee would be conveyed in full to the Trusteeship Council.

ANNEX II

REPORTS OF SUB-COMMITTEE II*

Rapporteur: Mr. Mohammed Hakim ARYUBI (Afghanistan)

A. GENERAL CONCLUSIONS AND RECOMMENDATIONS

Consideration by the Sub-Committee

1. At its 737th meeting, on 13 April 1970, the Special Committee, by approving the forty-seventh report of the Working Group (A/AC.109/L.623), decided to maintain Sub-Committee II and referred to it for consideration the items listed in the annex to that report, including the following Territories: Gilbert and Ellice Islands, Pitcairn and the Solomon Islands; the New Hebrides; American Samoa and Guam; Niue and the Tokelau Islands; the Trust Territory of the Pacific Islands; Papua and the Trust Territory of New Guinea, the Cocos (Keeling) Islands and Brunei.
2. By the same decision, the Special Committee also decided, inter alia, that: (a) it should be left to the Sub-Committee to decide whether it should attempt to give consideration to all the items referred to it or whether, alternatively, it should confine itself to a selected list of such items; and (b) it would also be left to the Sub-Committee to decide whether it should proceed to formulate detailed conclusions and recommendations on each individual item or whether, alternatively, it should limit itself to drawing up general conclusions and recommendations covering groups of items.
3. In accordance with the latter decision, the Sub-Committee adopted a number of conclusions and recommendations pertaining to all of the Territories allocated to it by the Special Committee. It also adopted a number of conclusions and recommendations concerning specific Territories, which appear in the relevant sections of the report of the Sub-Committee (see annex II.B to E below). The Sub-Committee considered the general conclusions and recommendations at its 115th, 121st and 122nd meetings, held between 10 August and 25 September 1970 (see A/AC.109/SC.3/SR.115, 121 and 122).
4. During the discussions on their respective Territories, the representatives of Australia, New Zealand and the United Kingdom of Great Britain and Northern Ireland, as the administering Powers concerned, participated in the work of the Sub-Committee at the invitation of the Chairman.

Adoption of the report

5. Having considered the situation in all the Territories allocated to it with the exception of Brunei, and having heard statements by the representatives of the

* Previously issued under the symbols A/AC.109/L.670 to L.674 and L.677 and L.678.

various administering Powers concerned, the Sub-Committee adopted general conclusions and recommendations on these Territories a/ at its 121st meeting on 22 September 1970, subject to a general reservation made by the representative of the United States of America.

6. The Sub-Committee adopted the present report at its 122nd meeting on 25 September 1970.

B. NIUE AND THE TOKELAU ISLANDS

Consideration by the Sub-Committee

7. The Sub-Committee considered the Territories of Niue and the Tokelau Islands at its 107th, 108th, 110th, 111th, 115th and 117th to 119th meetings between 6 May and 1 September 1970 (see A/AC.109/SC.3/SR.107, 108, 110, 111, 115, 117 to 119).

8. The Sub-Committee had before it the working papers prepared by the Secretariat (see annex III.B to this chapter).

9. In accordance with established procedure, the representative of New Zealand, as the administering Power concerned, participated in the work of the Sub-Committee at the invitation of the Chairman.

Adoption of the report

10. Having considered the situation in the Territories of Niue and the Tokelau Islands, and having heard statements by the representative of New Zealand as the administering Power concerned, the Sub-Committee adopted its conclusions and recommendations on the Territories b/ at its 118th meeting on 27 August 1970, subject to reservations expressed by the representative of the United States of America including, in particular, paragraphs (1) and (6).

11. The Sub-Committee adopted the present report at its 119th meeting on 1 September 1970.

C. NEW HEBRIDES

Consideration by the Sub-Committee

12. The Sub-Committee considered the Territory of the New Hebrides at its 108th, 109th, 111th, 113th and 119th to 122nd meetings between 12 May and 25 September 1970 (see A/AC.109/SC.3/SR.108, 109, 111, 113, 119-122).

a/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body with the oral revision referred to in paragraph 22 of the present chapter. These conclusions and recommendations, as revised, are reproduced in paragraph 27 (a) of this chapter.

b/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body without modification. They are reproduced in paragraph 27 (c) of this chapter.

13. The Sub-Committee had before it the working paper prepared by the Secretariat (see annex III.C to this chapter).

14. In accordance with established procedure, the representative of the United Kingdom of Great Britain and Northern Ireland, as one of the administering Powers concerned, participated in the work of the Sub-Committee at the invitation of the Chairman.

Adoption of the report

15. Having considered the situation in the Territory of the New Hebrides, and having heard statements by the representatives of the United Kingdom of Great Britain and Northern Ireland as one of the administering Powers concerned, the Sub-Committee adopted its conclusions and recommendations on the Territory c/ of the New Hebrides at its 121st meeting on 22 September, subject to a general reservation made by the representative of the United States of America.

16. The Sub-Committee adopted the present report at its 122nd meeting on 25 September 1970.

D. GILBERT AND ELLICE ISLANDS, PITCAIRN AND THE SOLOMON ISLANDS

Consideration by the Sub-Committee

17. The Sub-Committee considered the Territories of the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands at its 109th, 110th, 111th, 114th and 119th to 122nd meetings between 21 May and 25 September 1970 (see A/AC.109/SC.3/SR.109, 110, 111, 114, 119 to 122).

18. The Sub-Committee had before it the working paper prepared by the Secretariat (see annex III.A to this chapter).

19. In accordance with established procedure, the representative of the United Kingdom of Great Britain and Northern Ireland, as the administering Power concerned, participated in the work of the Sub-Committee at the invitation of the Chairman.

Adoption of the report

20. Having considered the situation in the Territories of the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands, and having heard statements by the representatives of the United Kingdom of Great Britain and Northern Ireland as the administering Power concerned, the Sub-Committee adopted its conclusions and recommendations on these Territories d/ at its 121st meeting on 22 September 1970, subject to a general reservation made by the representative of the United States of America.

c/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body without modification. They are reproduced in paragraph 27 (d) of this chapter.

d/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body without modification. They are reproduced in paragraph 27 (b) of this chapter.

21. The Sub-Committee adopted the present report at its 122nd meeting on 25 September 1970.

E. AMERICAN SAMOA AND GUAM

Consideration by the Sub-Committee

22. The Sub-Committee considered the Territories of American Samoa and Guam at its 111th to 116th and 120th to 122nd meetings between 30 June and 25 September 1970 (see A/AC.109/SC.3/SR.111, 113, 115, 116, 120-122).

23. The Sub-Committee had before it the working papers prepared by the Secretariat (see annex III.D to this chapter).

Adoption of the report

24. Having considered the situation in the Territories of American Samoa and Guam, and having heard statements by the representatives of the United States of America as the administering Power concerned, the Sub-Committee adopted its conclusions and recommendations on these Territories e/ at its 121st meeting on 22 September 1970, subject to the reservations expressed by the representative of the United States of America including, in particular, paragraphs (3) and (4).

25. The Sub-Committee adopted the present report at its 122nd meeting on 25 September 1970.

F. TRUST TERRITORY OF THE PACIFIC ISLANDS

Consideration by the Sub-Committee

26. The Sub-Committee considered the Trust Territory of the Pacific Islands at its 115th, 117th, 118th and 123rd to 125th meetings between 10 August and 27 October 1970 (see A/AC.109/SC.3/SR.115, 117, 118 and 123 to 125).

27. The Sub-Committee had before it the working paper prepared by the Secretariat (see annex III.E to this chapter).

Adoption of the report

28. Having considered the situation in the Trust Territory of the Pacific Islands, and having heard statements by the representative of the United States of America as the Administering Authority concerned, the Sub-Committee adopted its conclusions and recommendations on the Trust Territory f/ at its 124th meeting on

e/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body without modification. They are reproduced in paragraph 27 (e) of this chapter.

f/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body without modification. They are reproduced in paragraph 27 (f) of this chapter.

14 October 1970, subject to general reservations expressed by the representative of the United States of America.

29. The Sub-Committee adopted the present report at its 125th meeting on 27 October 1970.

G. PAPUA AND THE TRUST TERRITORY OF NEW GUINEA AND THE COCOS (KEELING) ISLANDS

Consideration by the Sub-Committee

30. The Sub-Committee considered Papua and the Trust Territory of New Guinea and the Cocos (Keeling) Islands at its 109th, 120th and 122nd to 125th meetings between 21 May and 27 October 1970 (see A/AC.109/SC.3/SR.109, 120 and 122 to 125).

31. The Sub-Committee had before it the working paper prepared by the Secretariat (see annex III.F to this chapter).

32. In accordance with established procedure, the representative of Australia, as the administering Power concerned, participated in the work of the Sub-Committee at the invitation of Chairman.

Adoption of the report

33. Having considered the situation in the Territories, and having heard statements by the representatives of Australia as the administering Power concerned, the Sub-Committee adopted its conclusions and recommendations on these Territories g/ at its 125th meeting, on 27 October, subject to the following reservations:

(a) The representative of Poland reserved his position concerning visiting missions;

(b) The representative of the United States of America expressed a general reservation in regard to the entire report, and, specifically, to the third sentence in paragraph (1) and the second sentence in paragraph (5).

g/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body with the oral revision referred to in paragraph 20 of the present chapter. These conclusions and recommendations, as revised, are reproduced in paragraph 27 (g) of this chapter.

ANNEX III

WORKING PAPERS PREPARED BY THE SECRETARIAT

A. GILBERT AND ELLICE ISLANDS, PITCAIRN AND THE SOLOMON ISLANDS*

CONTENTS

	<u>Paragraphs</u>
1. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY	1 - 3
2. INFORMATION ON THE TERRITORIES	
A. GILBERT AND ELLICE ISLANDS	4 - 59
General	4 - 5
Political and constitutional developments	6 - 17
Economic conditions	18 - 44
Social conditions	45 - 54
Educational conditions	55 - 59
B. PITCAIRN ISLAND	60 - 72
General	60 - 61
Political and constitutional developments	62 - 64
Economic conditions	65 - 68
Social conditions	69 - 71
Educational conditions	72
C. SOLOMON ISLANDS	73 - 140
General	73 - 74
Political and constitutional developments	75 - 110
Economic conditions	111 - 124
Social conditions	125 - 134
Educational conditions	135 - 140

* Previously issued under the symbol A/AC.109/L.628 and Corr.1.

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

1. The Gilbert and Ellice Islands, Pitcairn and the Solomon Islands have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territories are set out in its reports to the General Assembly at its nineteenth and twenty-first to twenty-third sessions. a/ The General Assembly decisions concerning the Territories are contained in resolutions 2069 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966, 2357 (XXII) of 19 December 1967, and 2430 (XXIII) of 18 December 1968.

2. After considering the Territories in 1969, b/ the Special Committee adopted the following conclusions and recommendations:

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

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

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

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

a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 8 (part I) (A/5800/Rev.1) chapter XX, paras. 30-36. ibid., Twenty-first Session, Annexes, addendum to agenda item 23, document A/6500/Rev.1, chapter IV, paras. 34-35. ibid., Twenty-second Session, Annexes, addendum to agenda item 23 (part III), document A/6700/Rev.1, chapter XV, para. 65; A/7200/Add.1, chapter XVIII, section II.

b/ A/7623/Add.6 (part I), chapter XV, para. 10.

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

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

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

3. By resolution 2592 (XXIV) of 16 December 1969, which concerned twenty-five Territories, including the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands, the General Assembly, inter alia, approved the chapters of the report of the Special Committee relating to these Territories, ^{c/} and requested the Special Committee to continue to pay attention to these Territories and to report to the General Assembly at its twenty-fifth session on the implementation of the present resolution.

2. INFORMATION ON THE TERRITORIES^{d/}

A. GILBERT AND ELLICE ISLANDS

General

4. The Gilbert and Ellice Islands are situated in the south-west Pacific around the point at which the Equator crosses the International Date Line. It includes isolated Ocean Island and four groups of islands: the Gilbert, Ellice, Phoenix and Northern Line Islands. With the exception of Ocean Island, which has been raised by volcanic action to about 280 feet (85 metres) above sea level, all are low-lying coral atolls. They have a total land area of about 283 square miles (733 square kilometres), and are spread over more than 2 million square miles (5,180,000 square kilometres) of ocean. Canton and Enderbury Islands in the Phoenix Group are at present under the joint control of the United Kingdom of

^{c/} Ibid., Chapter XV.

^{d/} Information presented in this section has been derived from published reports and from information transmitted to the Secretary-General by the Government of the United Kingdom under Article 73 e of the Charter on 4, 23 and 30 June 1969, for the year ending 31 December 1968.

Great Britain and Northern Ireland and the United States of America. Both were uninhabited until the development of trans-Pacific aviation made them desirable as aviation stations. Canton became a fueling station for air services between Honolulu and Auckland and Sydney. It was used as an emergency airfield and by military aircraft. Some aeronautical, meteorological and communication services were maintained there. The administering Power now reports that all personnel and facilities at Canton Island were withdrawn early in 1968 although it is still used as an emergency airfield. The Phoenix Group is once again uninhabited. The administering Power now reports that all personnel and facilities at Canton Island were withdrawn early in 1968 although it is still used as an emergency airfield. The Phoenix Group is once again uninhabited.

5. A census was taken in December 1968. Provisional figures showed a total population of approximately 53,500. Another estimated 1,700 Gilbertese and Ellice Islanders were living on Nauru. According to 1964 figures, about 85 per cent of the inhabitants of the Territory are Gilbertese and the remaining 15 per cent are Ellice Islanders. The great majority of the population live in the Gilbert and Ellice Islands, which make up about one half of the total area of the Territory. Christmas Island, on the other hand, has an area of more than 140 square miles (426 square kilometres), but much of it is desert and it has only a few hundred inhabitants.

Political and constitutional developments

(a) Status

6. The Gilbert and Ellice Islands came under the jurisdiction of the High Commissioner for the Western Pacific in 1877 and were declared a British Protectorate in 1892. By an Order-in-Council of 10 November 1915, they were annexed and became the Gilbert and Ellice Islands Colony. Subsequently its boundaries were extended to include the Phoenix and Northern Line Islands.

(b) Constitution

7. The Gilbert and Ellice Islands, together with the Solomon Islands and the New Hebrides, are under the jurisdiction of the High Commissioner for the Western Pacific, whose headquarters are at Honiara in the Solomon Islands. The Resident Commissioner is the High Commissioner's representative in the Territory and has his headquarters at Tarawa in the Gilbert Islands where the principal departments of the Administration are located.

8. The present Constitution, which is contained in the Gilbert and Ellice Islands Order, 1967, provides for a Governing Council and a House of Representatives to replace the former Executive and Advisory Councils.

9. The Governing Council consists of two ex officio members (the Assistant Resident Commissioner and the Attorney General), not more than three officials appointed by the Resident Commissioner, and five elected members, including the Chief Elected Member, who are elected to the Council from among the elected members of the House of Representatives. The Resident Commissioner normally presides at all sittings of the Governing Council. He is obliged to consult the Council in the exercise of all powers conferred upon him with certain specific exceptions. The Resident Commissioner need not consult the Council in

any case in which, in his judgement: (a) the service of Her Majesty would sustain material prejudice thereby; (b) the matters to be decided are too unimportant to require much consultation; or (c) the urgency of the matter requires him to act before the Council can be consulted.

10. The House of Representatives consists of two ex officio members, up to five appointed official members and twenty-three elected members. It has a normal life of two years but the life of the present House has been extended pending consideration of further constitutional changes (see paragraph 12 below). Its main functions are: (a) to consider and advise the Governing Council on draft bills and other proposals for legislation as well as any other matters referred to it by the Council; and (b) to consider and make recommendations to the Governing Council on matters relating to the Government of the Territory that may be proposed for consideration by a member of the House.

11. During 1968 informal discussions on further constitutional development were initiated locally and a policy was approved for the complete localization of the Territory's civil service within ten years. This policy also provides for the establishment of a Clerical Service Training School and a Civil Service Advisory Board.

12. It was reported in the press that the May-June 1969 session of the House of Representatives had resolved to set up a select committee to consider a new constitution. Among its tasks it was to decide what sort of legislature to recommend to replace the present House of Representatives which was formed in 1967 and was due to be dissolved in 1969. The Committee has now reported to the House of Representatives and made a number of recommendations which the House has since endorsed and which are now being further examined. They provide for the replacement of the present House of Representatives by a Legislative Council having an elected majority, and the replacement of the Governing Council by an Executive Council with advisory functions. The Chief Elected Member would become Leader of Government Business and individual members of the Executive Council would be entrusted with subjects with which they would be associated on the formulation and presentation of policy.

(c) Local councils

13. In 1966, the Local Government Ordinance was enacted to provide for the establishment of island councils and a Local Government Training School was set up to train executive officers for the councils. Following the entry into force of the ordinance in 1967, twenty-four island councils were set up (sixteen in the Gilbert group and eight in the Ellice group) and elections of members were held.

14. The island councils have power, subject to the approval of the Resident Commissioner, to make by-laws concerning a wide range of subjects, and are responsible for providing services for the general health, security and well-being of the inhabitants of the islands. Each council prepares annual estimates of revenue and expenditure which are submitted to the Resident Commissioner for approval. Council revenue derives from basic rates, licence fees, grants from the central Government, bonus payments for exceeding copra production targets and special levies. Loans may be made to the councils for specific projects such as permanent staff housing council buildings, schools or launch and bus transport.

(d) Judiciary

15. The Gilbert and Ellice Islands come within the jurisdiction of the High Court of the Western Pacific. This court is constituted by the Western Pacific (Courts) Order in Council 1961, which applies to all three of the Western Pacific High Commission Territories (the Gilbert and Ellice Islands, the Solomon Islands and the New Hebrides). The Court consists of a Chief Justice, who resides in Honiara, and a number of puisne judges. Until late in 1966 there was a puisne judge resident at Tarawa who was also legal adviser. In 1967, the duties of the post were divided between two new posts: there is now an Attorney-General and a Senior Magistrate, who exercise legal and judicial functions respectively. The High Court has jurisdiction to hear appeals from the judgements of any other court in the Territory, and there is a right of appeal in respect of a judgement by the High Court itself to the Fiji Court of Appeal, and thereafter to the Privy Council in London.

16. Magistrates' Courts were established in 1963 and a Senior Magistrate's Court in 1967. Magistrates have both civil and criminal jurisdiction. The Senior Magistrate is empowered to hear more serious cases than those heard by magistrates. In addition, he has appellate jurisdiction over decisions of the magistrates. Appeals from the Senior Magistrate lie to the High Court.

17. Island courts were established in 1965. These courts, which have been established on every island in the Gilbert and Ellice group, are presided over by island magistrates who can be assisted by four or more assessors. They have civil and criminal jurisdiction within prescribed limits over all persons resident within their areas. There are also land courts which deal with local property, estate and land disputes. These are composed of an island magistrate and a panel of selected islanders. Appeals from the decisions lie to a district commissioner and in certain special circumstances to the Resident Commissioner.

Economic conditions

(a) General

18. The economy of the islands is based on the export of phosphate rock from Ocean Island and on copra. Commercial copra plantations have been established in the Line Islands; everywhere production is by indigenous cultivation. Because of unfavourable weather conditions, copra production declined drastically in 1968, amounting to less than half the record total of 1967. Although copra exports declined, the rate of phosphate extraction from Ocean Island has been steadily increasing. The administering Power reports that although the financial position of the Territory has remained viable, the expected decline in revenue from the phosphate mining industry in seven to nine years' time has obliged the Administration to seek additional and substantial sources of income. Such was the basic recommendation of the socio-economic survey team which visited the Territory at the end of 1967. e/

19. The Coconut Improvement Campaign was expanded during 1968, with an increased complement of field officers. Experiments with coconuts continued at Christmas Island, and it is now confirmed that the deep-planting technique developed there would enable some 4,000 acres of virgin land to be developed. There was increased activity in the manufacturing and boat building industries in 1968 and some expansion in the small tourist industry.

e/ United Kingdom: Ministry of Overseas Development, A Socio-Economic Survey of the Gilbert and Ellice Islands, London, May 1968.

(b) Public finance

20. In recent years, especially since 1965, both revenue and expenditure have increased rapidly. A summary of revenue and expenditure for the period 1965-1968 follows:

	<u>Revenue</u>	<u>Expenditure</u>
	(Australian dollars) <u>a/</u>	
1965	1,988,958	1,835,634
1966	2,496,420	2,366,706
1967	3,800,702	3,160,999
1968	3,698,736	3,464,234

a/ One Australian dollar (\$A1.00) equals \$US1.12.

21. Expenditure of Colonial Development and Welfare grants during the past four years has been as follows: 1965, \$A217,415; 1966, \$A467,375; 1967, \$A671,329; and 1968, \$A735,691.

22. Returns from the main heads of taxation during the same period were as follows:

	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>
	(Australian dollars)			
Phosphate	802,592	1,036,214	1,948,921	1,917,255
Export duty, copra	396,106	271,463	290,569	259,981
Import duties	183,357	348,478	478,727	570,534
Income tax	52,006	69,313	146,046	183,996

23. In September 1967, it was agreed that with effect from 1 July 1967 the rate of extraction of phosphates would be increased to the maximum economic rate (estimated to be 550,000 tons per annum on average). After deducting production costs from a national f.o.b. price, which was fixed initially at \$A11.00 per ton, the full proceeds of extractions are divided between the Banaban landowners, in the form of royalties, and the territorial Government, in proportions agreed upon by the United Kingdom.

24. The only export duty is from copra. In 1968 it continued to be levied at the rate of 20 per cent ad valorem of the f.o.b. value. In 1967, the import duty on alcoholic liquors, tobacco and cigarettes was increased, while a number of other items were exempted from duty.

25. In 1968, income tax was levied on individuals, both resident and absentee, at the rate of 8 cents (Australian) for every \$A2.00 of the first \$A400 of taxable income, rising on a sliding scale to \$A1.50 for every \$A2.00 exceeding \$A20,000 of taxable income. Company income tax is 22 1/2 per cent of taxable income.

26. According to the socio-economic survey, recurrent expenditure increased by about 62 per cent from 1962 to 1968, owing to the increased cost of all services, especially education. During this period, educational expenditure increased by 146 per cent. The aggregate cost of the three main spending departments - education, public health and public works (not including public works extraordinary) - amounted to 48 per cent of total recurrent expenditure in 1964; in 1968, it amounted to 55 per cent (excluding the operational deficit of the

Marine Department). Substantial increases in recurrent expenditure were made possible from 1965 onward as a result of increased revenue from the tax on phosphates (see para. 44 below).

(c) Currency and banking

27. The Currency Ordinance provides that Australian notes and coin are legal tender within the Colony. In line with Australia, the Colony changed to decimal currency on 14 February 1966, on the basis of £A1 = \$A2.

28. The Government Savings Bank, its five branches and the touring officers who act as Savings Bank Officers continue to serve in the Territory. A Savings Bank Officer was appointed in late 1968 and took over the Savings Bank duties formerly performed by the Chief Postmaster. Interest is paid on deposits of between \$A2 and \$A5,000 at the rate of 3 per cent; deposits in excess of \$A5,000 are accepted but do not bear interest. It is expected that a commercial bank will open a branch office in Tarawa early in 1970. This bank is expected to take over the business of the present Government Savings Bank as well as performing the normal functions of a trading bank.

29. The Wholesale Society accepts deposits from co-operative societies and pays interest at 5 per cent on fixed deposits (minimum period six months) and 4.5 per cent on deposits at call; at 31 December 1968, approximately \$A130,000 had been deposited, compared with \$A71,000 in 1967.

30. An Agricultural and Industrial Loans Board, established in 1959, has a working capital of \$A110,000 made available by the Copra Board and the central Government. Loans totalling \$A2,500 were approved to two applicants in 1968, compared with \$A37,700 approved to twelve applicants in 1967. Repayments of capital received during 1968 amounted to \$A21,900 and interest payments, totalling \$A881 were received, compared with \$A6,540 and \$A763 in 1967.

(d) Foreign trade

31. The following table summarizes the value of imports and the quantity and value of exports during the years 1967 and 1968:

	<u>1967</u>	<u>1968</u>
	<u>value</u> (Australian dollars)	
Imports	3,942,689	4,132,369
Exports		
Phosphates	4,447,000	5,575,050
Copra	1,584,749	972,152
	<u>volume</u> (tons)	
Phosphate	444,700	523,450
Copra	10,841	5,090

The principal imports are food-stuffs, fuels, machinery and clothing, coming mostly from Australia, the United Kingdom, New Zealand, Japan and Fiji. Exports went to Australia and New Zealand (mainly phosphate) and the United Kingdom (mainly copra).

(e) Distribution of land

32. Since 1917, the sale of land by the indigenous people to non-indigenous people has been prohibited, and no lease may be granted for longer than ninety-nine years or, without the approval of the High Commissioner, for any parcel of land over five acres. Before 1892, there were no legal restrictions on the alienation of land. Between 1892 and 1917 limited alienation was permitted. Only a small area now remains alienated and, with the exception of Washington, Fanning and Christmas Islands, most of this is owned by Christian missions.

33. Washington and most of Fanning Island in the Line Group are the freehold property of Fanning Island Plantations, Ltd., a subsidiary of Burns, Philip and Co., Ltd. of Sydney, Australia. Christmas Island is owned and worked as a plantation by the Government. Apart from these three plantations and the small island of Niulakita (one mile by half-mile, with no permanent population) in the Ellice group, which is worked as a plantation by the people of Niutao, also in the Ellice group, all land in the Territory is owned by islanders in small peasant proprietorships.

34. According to the customary inheritance law, each child receives a share of his parents' lands; the land of a person without issue is shared among his next-of-kin. This has led to excessive subdivision, some holdings being no larger than 120 square yards in area. As a result, there is widespread fragmentation of the holdings of individuals, both on one island and among several islands, accompanied by absenteeism and maldistribution between families. Consequently, despite extensive land hunger, the general standard of cultivation and development is low.

35. The Government has endeavoured to contend with these twin problems by encouraging owners to consolidate their holdings by exchange, and where possible, by leasing (although this practice is repugnant to the majority of islanders), and by advising Land Courts, when distributing estates, to avoid the customary practice of subdividing every plot of land rather than sharing the plots with next-of-kin. The Neglected Land Ordinance was enacted in 1959 empowering the Resident Commissioner to purchase neglected land, compulsorily, if necessary for resale to those with insufficient land.

36. The following table shows the estimated land utilization of the Territory:

	(square miles)
Total land	283
Garden pits	3
Land under tree crops, including palms, breadfruit, bananas, etc.	141
Wood or forest land	9
All other land	130 <u>a/</u>

a/ Most of this is desert land on Christmas Island.

(f) Agriculture

37. The experts who undertook the socio-economic survey of the Territory were of the opinion that "with their rapidly growing population and the prospective ending of phosphate revenues, the Gilbert and Ellice Islands are in need of as much development of their own resources as possible. These resources are not extensive; land area is very limited; soils are not good and there seem to be only a few crops which will do well in them".

38. Since 1967, the various agricultural projects have been co-ordinated under the Department of Agriculture which is headed by a Senior Agricultural Officer.

39. The principal agricultural product is copra. In 1968, copra production fell sharply, owing to unfavourable weather conditions. It totalled 6,632 tons (compared with the record production of 11,199 tons in 1967). Of this amount, 4,335 tons came from island producers (compared with 8,683 tons in 1967) and 2,297 tons came from the Line Islands Plantation (compared with 2,516 tons in 1967). Copra exports totalled 5,090 tons in 1968, compared with 10,841 tons in 1967.

40. There was no change in the arrangements for marketing the Territory's copra through the Copra Board. The board buys all copra through its agents, the Wholesale Society and Fanning Island Plantations, Ltd., and its sub-agents, the island co-operative societies. At 31 March 1968, the Copra Board's reserve fund and assets replacement fund totalled \$A726,000 and the accounts for the year showed a surplus of \$A38,000 of income over expenditure. Prices paid to producers were increased by half a cent to three and a half cents (Australian) per pound for first-grade and three cents (Australian) per pound for second-grade copra.

41. The administering Power reports that, at the present time, agriculture must be centred around copra production owing to the extreme difficulty of growing other crops on a commercial scale; however, with a rapidly expanding population at present allowing only three acres per person throughout the Territory, it is considered that every effort must be made to find suitable crops with a much higher cash return per acre. The problem of land fragmentation has further complicated agricultural progress.

42. The coconut improvement campaign was originally aimed at replanting a quarter of the Territory's acreage of coconuts in the fifteen-year period commencing 1966. It is now hoped to carry out the replanting in a shorter period. During 1968, 78 acres on Abaiang and 64 acres on Marakei were prepared for coconut planting, while 75 acres were planted on Kuria, bringing the total acreage so far included in the scheme to 1,300 acres.

(g) Mining

43. The phosphate deposits on Ocean Island have been worked since 1900. Phosphate production is controlled by the British Phosphate Commissioners who are responsible to the Governments of the United Kingdom, Australia and New Zealand. The net proceeds from the phosphate industry are shared by the Banaban people who own the mineral rights, and the Government of the Gilbert and Ellice Islands, in the ratio of 15 per cent to 85 per cent. Most of the Banabans, who are the original inhabitants of Ocean Island are now living on Rabi Island near Vanua Levu in Fiji. Sixteen Banabans have been employed in the phosphate industry on Ocean Island since the autumn of 1968 where they live with their dependants.

44. The 1967 phosphate agreement provided that the British Phosphate Commissioners would increase the rate of extraction from 450,000 tons per annum to as near 600,000 tons as practicable. In the year ending June 1968, 464,000 tons were exported; over the following six months the rate exceeded the agreed target. According to the administering Power, the increased rate of extraction will be more economical and will provide greater revenues to the Territory and the Banaban community. The division of the benefits from the phosphate industry between the Territory and the Banabans was determined by the United Kingdom Secretary of State for Foreign and Commonwealth Affairs in October 1968, at meetings in London attended by delegations from the Territory and the Banaban community.

Social conditions

(a) Labour

45. A Commissioner of Labour was appointed in 1968, to be responsible to the Resident Commissioner for all labour matters in the Territory. Until that year, the District Commissioner on Ocean Island had been appointed Commissioner of Labour. Under the Employment Ordinance, all matters concerned with the recruitment, contracting and care of workers are undertaken by administrative or other officers appointed by the Resident Commissioner.

46. In 1968, the British Phosphate Commissioners at Ocean Island employed 513 Gilbertese and Ellice Islanders, forty-nine Europeans and thirty Chinese. A further 742 territorial workers were employed by the Commissioners at Nauru, making a total indigenous labour force of 1,354 in the phosphate industry.

47. In 1968, the island councils employed 110 senior and 396 subordinate Gilbertese and Ellice Islander officials. The central Government employed 697 indigenous permanent civil servants and 720 temporary employees. There were also 99 expatriate civil servants, most of them on contract terms.

48. The permanent staff of the Wholesale Society, which is the principal trading organization, numbered 234 local and 13 expatriate employees. It also maintained a permanent labour force of 172, employed in wholesale and retail trade, engineering and ship-building and repairing. Co-operative societies within the Territory employed 245 Gilbertese and Ellice Islanders and from time to time hired large numbers of casual labourers to handle cargo and copra at Tarawa and in the outer islands. The copra plantations in the Line Islands employed 277 persons. Another 114 Gilbertese and Ellice Islanders were employed by a fishing company and an organization of planters in the New Hebrides.

49. The monthly wages of employees of the British Phosphate Commissioners at Ocean Island in 1968 were as follows:

	<u>Average basic wages</u>	<u>Average earnings</u>
	(Australian dollars)	
European expatriates	394	394
Gilbert and Ellice tradesmen	46	139
Gilbert and Ellice clerical workers	44	142
Chinese expatriates	44	123
Gilbert and Ellice labourers	28	119

50. The daily wage-rate on the copra plantation at Fanning and Washington Islands is \$A1.25 for labourers. A newly engaged labourer can earn \$A27.50 a month. The working week varies between 48 hours on the plantations and 36 1/2 hours in government offices. Most organizations pay overtime rates for longer hours. Paid annual leave is not general, except for government officers, senior employees of other organizations and all employees of the British Phosphate Commissioners.

(b) Public health

51. The Chief Medical Officer, who heads the Medical Department is assisted by two expatriate medical officers, one of whom is Medical Superintendent of the Central Hospital at Bikenibeu, Tarawa, and the other a touring officer. Other expatriate staff include a matron, a sister tutor and two nursing sisters. Local staff comprises 23 medical officers, 2 dental officers, a dental mechanic, 2 assistant radiographers, an assistant pharmacist, 3 assistant health inspectors, 2 dispensary attendants, 1 laboratory attendant, 5 staff nurses, 35 female nursing staff, 2 senior dressers, 42 dressers, 30 nurse trainees and 3 dresser trainees. There is additional medical staff at the private hospital owned by the British Phosphate Commissioners on Ocean Island: 2 medical officers, 3 nursing sisters and a pharmacist, all expatriates. There are 15 local nurses and 15 orderlies.

52. The Central Hospital on Tarawa has 142 beds, the general hospital at Funafuti has 16 beds and the private hospital on Ocean Island has 60 beds. All islands with a resident population have a dispensary, usually comprising a central permanent building with surrounding leaf buildings to house 20 to 40 patients.

53. The United Nations Development Programme (UNDP) with the World Health Organization (WHO) acting as the executing agency, is assisting the Government in a nursing education project to develop and strengthen training programmes for hospital and health service personnel. The UNDP allocation of \$US53,800 provides for the services of a public health nurse educator for two years and for a fellowship in public health nursing.

54. In 1968, expenditure on public health was estimated to total \$A298,610 (including \$A43,300 from Colonial Development and Welfare funds), representing 7.10 per cent of the Territory's total expenditure. In 1967, expenditure on public health totalled \$A283,815 (including \$A79,108 from Colonial Development and Welfare funds), representing 5.34 per cent of the Territory's total expenditure. Medical care for the islanders is free.

Educational conditions

55. In 1968, there were 255 mission (aided) primary schools, with an enrolment of 10,332 pupils; 53 government primary schools, with an enrolment of 2,920 pupils and one private primary school with an enrolment of 40 pupils.

56. There are no facilities in the Territory for secondary education above Form V level, for tertiary education or for formal technical education. Three mission schools, however (with a total enrolment of 533 pupils in 1968) provide partial secondary education. Training in the above-mentioned sectors is provided by means of scholarships to institutions in Fiji, New Zealand, Australia and the United Kingdom. In 1968, there were 98 students and trainees overseas, including eighteen in secondary schools, three in tertiary schools and five in teacher training.

57. Total enrolment at the Government Teachers' College was 60. A one-year emergency training course introduced in 1967 turns out approximately fifteen teachers annually.

58. The United Nations Development Programme (UNDP) with the Inter-Governmental Maritime Consultative Organization (IMCO) acting as the executive agency is assisting the Government in a maritime training project to train nationals of the islands for careers in the merchant marine. The project was initiated in 1967 and will be supported until the end of 1971. Total costs of the UNDP project for 1969-1971 would be \$US141,059.

59. Educational expenditure was estimated to total \$A429,419 (including Commonwealth Development and Welfare funds) in 1968, compared with \$A367,709 in 1967.

B. PITCAIRN

General

60. The Territory consists of four islands. Only Pitcairn, a volcanic island situated in the South Pacific about midway between Australia and South America, is inhabited. It has a land area of about two square miles (5.18 square kilometres). The inhabitants of Pitcairn, numbering seventy-six at the end of 1968, are descendants of British sailors and Tahitians who settled there in 1793 after the mutiny of H.M.S. Bounty.

61. It is reported that the inhabitants of Pitcairn Island, most of whom are over 50 years of age, have been invited to repeat history and leave their homes to re-settle on Norfolk Island (Australia). It was in 1856 that the Pitcairn community moved to Norfolk Island and founded that community. Young people of Pitcairn are drifting away to look for work and older members are finding it increasingly difficult to keep their island home operating. Some Norfolk Islanders have expressed the opinion that Crown land should be made available for any Pitcairn Islanders who might wish to resettle there. The population of Norfolk Island in June 1969 was 1,232 of whom 589 were descendants from Pitcairn Islanders.

Political and constitutional developments

(a) Status

62. The Territory of Pitcairn came under the jurisdiction of the High Commissioner for the Western Pacific in 1898. By the Pitcairn Order-in-Council, 1952, it was transferred to the administration of the Governor of Fiji when this office was separated from that of the High Commissioner of the Western Pacific.

(b) Constitution

63. The Governor of Fiji is ex officio Governor of Pitcairn and legislates for the Territory. The Local Government Ordinance of 1964 constituted a council of ten members to replace the existing three-member Island Council. The Island Council is composed of the Island Magistrate (elected for five years), three members elected annually, the Island Secretary (ex officio), one member appointed by the Governor, two members chosen by the elected members and two non-voting advisory members (one chosen by the Governor and one by the rest of the Council).

(b) Judiciary

64. The Island Court sits twice a month to hear breaches of the Island Rules. Cases of a serious nature come within the jurisdiction of the Supreme Court of Fiji.

Economic conditions

65. The island was originally divided among the nine mutineers of H.M.S. Bounty. It remains family-owned; succession and utilization of land are decided by custom. The island is largely covered with secondary brush interspersed with grass, family gardens and fruit trees. Of the island's 1,118 acres, Adamstown, the only village settlement occupies about 60 acres. The small community is able to meet its basic needs from the soil, the sea and private trading; it is self-sufficient. A family handicrafts industry exists for the making of baskets, wood carvings and other handicrafts. A co-operative consumers' society which was established in 1967 and now has thirty members, runs the only shop on the island. As the capital is small, the stock in trade is limited.

66. The Government operates two small 4 1/4 KVA diesel generators for school and telecommunications requirements, and a larger 56 KVA diesel generator to supply power for public lighting (including navigation lights) and for sale to the householders.

67. Pitcairn's revised revenue and expenditure for the year 1968-1969 were \$NZ88,324 f/ and \$NZ76,264 respectively. Revenue includes \$NZ70,000 from stamp sales and \$NZ6,000 from Colonial Development and Welfare grants.

68. Sea communication is maintained by four shipping companies, which, in collaboration, maintain a limited schedule service of cargo vessels travelling between New Zealand and Panama. This service provides for approximately bi-monthly calls at Pitcairn in each direction. Other cargo vessels occasionally make unscheduled calls. During 1968, forty-three ships called at the island.

Social conditions

69. Pitcairn Island is small and isolated, its inhabitants are practically all of common stock, and racial or cultural problems do not exist.

70. The population is self-employed. There is no permanent labour force although the local administration sometimes hires workers for limited communal services. In March 1969 it was reported that two volunteers were being sent to the island under the New Zealand Volunteer Service Abroad Scheme. One volunteer was a motor mechanic and handyman whose interests included carpentry, building and plumbing.

71. There is one government health clinic, run in co-operation with the Seventh Day Adventist Church. The Government meets the cost of medical supplies and drugs. Professional advice and assistance may be obtained from surgeons on passing ships and, if medical treatment is required in New Zealand, compassionate grants or loans may be obtained from public funds. Old age pensions are granted to people of 65 years and over.

Educational conditions

72. Education is controlled and financed entirely by the Government. It is free and compulsory for all children between the ages of five and fifteen. Instruction is in English and the New Zealand standard curriculum is used as the basis of

f/ New Zealand currency (\$NZ) is used. One pound sterling equals \$NZ2.14; \$NZ1.00 equals \$US1.12.

instruction. Post-primary education on the island is conducted at the school by correspondence courses arranged through the New Zealand Department of Education. In 1968, the school roll comprised ten boys and eight girls. Expenditure on education was \$NZ9,764, representing 12.85 per cent of total expenditure. It was reported in 1969 that five Pitcairn Islanders aged fifteen to eighteen were receiving an overseas education - three in Fiji and two in New Zealand.

C. SOLOMON ISLANDS

General

73. The Solomon Islands comprise a scattered archipelago stretching approximately 900 miles in a south-easterly direction from Bougainville, in the Trust Territory of New Guinea, to the Santa Cruz Islands, and have a total land area of approximately 11,500 square miles. The six major islands of Choiseul, New Georgia, Santa Isabel, Guadalcanal, Malaita and San Cristobal form a double chain. The main islands are rugged and vary between 90 and 120 miles in length and between 20 and 30 miles in width. The largest comprises an area of about 2,000 square miles.

74. The total population in 1968 was estimated to be 148,800 compared with 145,630 in 1967. The composition of the population in 1968 was reported by the administering Power as follows:

	<u>1968</u>
Melanesian	138,720
Polynesian	5,420
Micronesian	2,000
European	1,640
Chinese	660
Others	360
	<hr/>
	148,800

The largest concentration of population is in Honiara, the administrative capital, where a census held in 1965 showed the town's population to be 6,684, compared with 3,548 in 1959. The estimated population in Honiara at the end of 1968 was 8,000.

Constitutional and political developments

(a) Present Constitution

75. An outline of the present Constitution, which was introduced in the Territory on 1 April 1967, is set out below.

(i) High Commissioner

76. Responsibility for the administration of the Territory is exercised by Her Majesty's High Commissioner for the Western Pacific who resides at Honiara. The High Commissioner consults the Executive Council in the exercise of all powers conferred upon him with certain specific exceptions. He is not required to consult the Executive Council in any case in which, in his judgement: (a) the service of Her Majesty would sustain material prejudice thereby; (b) the matters to be decided are too unimportant to require such consultation; or (c) the urgency of the matter requires him to act before the Council can be consulted. In every case falling within (c) however, he must communicate to the Executive Council, as soon as practicable, the measures which he has adopted and the reasons for those measures.

In any case in which the High Commissioner is required to consult the Executive Council he may act against the advice given to him by the Council, but in such cases he must report the matter to the United Kingdom Secretary of State with the reasons for his action.

77. The High Commissioner, with the advice and consent of the Legislative Council, may make laws for the peace, order and good government of the Territory. He may also make laws during any period that the Legislative Council is dissolved. He is also empowered to put into effect any bill or motion proposed in the Legislative Council which he considers is expedient in the interest of public order, public faith or good government, but which the Council has failed to pass. The High Commissioner must report to the Secretary of State every case in which he makes any such declaration and the reasons therefor. In his discretion, he may at any time prorogue or dissolve the Legislative Council.

(ii) Executive Council

78. The Executive Council, which is presided over by the High Commissioner, consists of three ex officio members (the Chief Secretary to the Western Pacific High Commission, the Financial Secretary to the Western Pacific High Commission and the Attorney-General) and such other members, not exceeding five in number, as may be appointed by the High Commissioner, in his discretion, from among the members of the Legislative Council, provided that not more than one member shall be appointed from among the public service members of the Legislative Council. According to the administering Power, actual membership is divided equally between elected and public service members (four each). As at 1 February 1969, the Executive Council consisted of the High Commissioner, as President, three ex officio members, one public service member and four elected members.

79. The Executive Council advises the High Commissioner, who must consult it on all matters except those referred to above. Apart from the three ex officio members, members of the Executive Council do not have portfolios. According to the administering Power, the Council, which first met at five-weekly intervals but now meets more frequently, deals with all draft legislation and policy statements for introduction into the Legislative Council, all subsidiary legislation, all applications for supplementary financial provision, and all issues of importance which raise questions of policy, principle or priorities.

(iii) Legislative Council

80. The Legislative Council consists of the High Commissioner as President, three ex officio members (the Chief Secretary, the Attorney-General, and the Financial Secretary) up to twelve public service members (as at 1 February 1969 there were twelve), and fourteen elected members. The High Commissioner is also empowered to appoint up to two nominated members who would not have voting rights.

81. Subject to the provisions of the Constitution and to the Standing Orders of the Legislative Council, members have the right to introduce bills or motions, or may present any petition to the Council, but, except on the recommendation of the High Commissioner, the Legislative Council may not proceed upon any bill or motion which, in the opinion of the person presiding at the Council makes provision for imposing or increasing taxes, increasing revenue, or effecting debts due to the Territory, or the salaries and conditions of service of public servants.

82. A bill passed by the Legislative Council may not become law until either the High Commissioner has assented to it, or the Queen has given Her assent to it through a Secretary of State. The High Commissioner is empowered to assent to most bills. However, there are certain classes of bills which he must reserve for the Queen's decision. Bills assented to by the High Commissioner may be disallowed by the Queen.

83. It was reported by the administering Power that the Legislative Council which met twice a year, was making increasing use of select committees to consider draft legislation, to make recommendations for the amendment of the existing legislation, and to consider and present to the Council draft "white papers" on important policy issues. Individual members of the Council had been appointed to the statutory and administratively established advisory boards and committees dealing with specific subjects. Visits overseas on parliamentary courses or to other legislatures in session had also been arranged.

(iv) Electoral system

84. The fourteen non-official members of the Legislative Council are elected in single-member constituencies on the basis of universal adult suffrage. Members are elected for a period of three years. General elections under the new Constitution took place in May and June 1967. Direct elections were held in thirteen electoral districts. In one of the outlying districts, however, it was necessary to hold indirect elections on the basis of electoral colleges elected by local councils because of transport and administrative difficulties.

(b) Constitutional proposals

85. In November 1968, interim constitutional proposals were introduced into the Legislative Council by the Chief Secretary, who stated that in general, the proposals followed the conclusions reached in informal discussions between the High Commissioner and the elected members during the course of the year.

86. On 4 December 1968, a Special Select Committee was set up by the Legislative Council, under the chairmanship of the Chief Secretary and including all the elected members, to consider the interim proposals on constitutional development as well as any representations made to the committee by the public. The Select Committee submitted its report g/ on 19 April 1969 and proposed, inter alia, the creation of a single governing council containing a substantial majority of elected members which would have both legislative and executive powers.

87. The administering Power informed the General Assembly at its twenty-fourth session that the proposals put forth by the Select Committee had been unanimously adopted by the Legislative Council and were under consideration by the United Kingdom Government.

88. Under the proposed constitutional arrangements, the present Legislative and Executive Councils would be replaced by a governing council composed of seventeen elected members (a majority), three ex officio members (the Chief Secretary, the Attorney-General and the Financial Secretary) and up to six public service members appointed by the High Commissioner. Members would be elected for three years.

g/ Legislative Council Paper No. 22 of 1969, Honiara.

89. The proposed governing council would carry out the legislative and deliberative functions of the existing Legislative Council. To these would be added, broadly speaking, the functions at present carried out by the Executive Council, although with some modification resulting from the establishment of executive committees and the changes in the High Commissioner's powers (see paragraphs 76 to 77 above). The governing council would examine bills, pass legislation and provide a forum in which matters of national concern, including white papers, would be debated. It would allow questions and motions to be put by elected members; it would advise the High Commissioner on the formulation of policy and the exercise of his powers, including powers of making subordinate legislation; and it would consider reports and recommendations of its committees on matters for which they were responsible.

90. The High Commissioner would preside over the council, while the new system of government was being inaugurated and experience of its operation was being gained. At a later stage the High Commissioner could, in his discretion, appoint a person to deputize for him as Presiding Officer at public meetings of the council. When the Council was sitting as a legislative and deliberative body its meetings would be held in public, as in the case of the existing Legislative Council. When it met as an executive body its meetings would normally be held in private.

91. Under the proposed constitutional arrangements, the High Commissioner would retain the reserved powers that he had exercised previously (see paragraphs 76 to 77 above). He would also be required to consult with the proposed governing council in the exercise of his executive powers and his power to make subsidiary legislation, as well as in the formulation of policy. He would be required to act in accordance with its advice unless he considered it expedient in the interests of public faith or good government to act otherwise. In that case he would be required to report the matter to the Secretary of State with the reasons for his action, at the first convenient opportunity. The High Commissioner would be empowered to act against the advice given to him by the council for purposes of maintaining or securing the financial or economic stability of the Territory or of securing that a condition attached to a financial grant or loan made by the United Kingdom Government or other authority to the Government of the Solomon Islands was complied with. The High Commissioner who would not be required to consult the governing council in exercising his powers in relation to defence, external affairs, internal security and the police and certain matters relating to the civil service, such as the appointment, promotion, transfer, termination and disciplinary control of public officers.

92. The independent position of the judiciary, certain departments of government, such as the Audit Department, and of certain officers, such as the Attorney-General in his capacity of Director of Public Prosecutions, would be maintained.

93. According to the legislative paper outlining the constitutional proposals, h/ the aim and object of the establishment of committees of the Governing Council is to give to as many elected members as possible the opportunity of participating in the formulation of policy and in day-to-day decisions on questions affecting the development of the Territory.

h/ Interim Proposals on Constitutional Development, Legislative Council Paper No. 119 of 1968, Honiara, paras. 34-46.

94. Under the proposed constitutional arrangements, the High Commissioner would be empowered to decide on the number of committees and to allocate subjects to them. It has been suggested that five committees would function initially, dealing with finance; social services, land and natural resources; communications and works; and internal affairs. The High Commissioner would nominate the chairmen and members of each committee from amongst the members of the governing council.

95. The committees would be responsible to the council and would supervise execution of the policies of the Government as determined in the council. They would assume as much responsibility as possible for reviewing and making recommendations to the council on the policy of the departments for which they would be responsible. This would involve examining and agreeing on white papers, departmental estimates, items for inclusion in development plans, draft legislation, deciding on priorities, and reporting regularly to the governing council on all matters within the competence of the committee. In addition to these responsibilities, the High Commissioner would be able to transfer to a committee statutory functions normally exercised by the High Commissioner or any other public officer under local legislation.

96. According to the legislative paper outlining the constitutional proposals, the proposed finance committee would clearly be an important committee since most of the plans, proposals and policies of the committees would require financing. It is envisaged that the financial secretary would be the chairman of that committee. The chairmen of the other committees of the council would be members of the finance committee. In addition, it would be possible to appoint members to this committee so that there would be a majority of elected members and wide territorial representation. There would also be provision for the appointment of members from other committees as observers who would not, however, have a vote.

97. There would be no committee charged with responsibility for the reserved subjects which would be the responsibility of the Chief Secretary under the direction of the High Commissioner.

(c) Local government

(i) District Administration

98. The Territory is divided into four administrative districts, each under a district commissioner assisted by one or more district officers. District commissioners are responsible for the general administration of their districts and the co-ordination of district activities with a special responsibility for advising on the development of local government. The larger islands are divided into sub-districts, and the smaller islands and groups of islands may also be classified as sub-districts. Headmen appointed by the High Commissioner continue to be responsible for carrying out the orders of district commissioners within their sub-districts.

(ii) Local councils

99. In 1968 there were twenty-one local councils established under the Local Government Ordinance of 1963. Members of the councils are elected by universal adult suffrage. A local council may administer only one sub-district, or its jurisdiction may cover an entire major island.

100. Local councils with their own staff and some posted to them from the civil service administer a wide range of local services. Many councils have established or improved administrative services, communications, rural health clinics, schools, villages for leprosy patients, market centres and village water supplies. Some have built roads and airfields and operated local shipping. Estimates of revenue and expenditure are prepared annually by each council and submitted to the High Commissioner for approval.

101. According to the administering Power, despite the steady progress made by some Councils, there are some which are not yet very effective units of local administration and rely heavily on civil servants to undertake duties which they should perform themselves. Development is limited by small and scattered populations by the low capacity of the population to pay rates or by the limited number of persons with enough education or training to staff local government services effectively.

102. A Local Government Training Centre was instituted in 1967 for local council officials and Native court members. The effects of this training are now beginning to be reflected in the improved efficiency of local council officers. Councils have also received some help and assistance from overseas volunteers who have assisted in the construction of council buildings, implemented development schemes and assisted with the accounting and executive functions of the councils.

(iii) Town Councils

103. There is one town council on Honiara which in 1968 had an entirely nominated membership with an unofficial majority. Its chairman was the District Commissioner of the Central Solomons. This council had specific responsibilities and duties and had the power to pass by-laws.

104. By the end of 1968, legislative provision had been made under the Local Government Ordinance (No. 16 of 1963) to replace the Town Councils Ordinance (Cap. 43) and thus provide for an elected council with some nominated members. The Council now consists of twelve elected and three nominated members, the latter with no voting rights.

(d) Judiciary

105. The High Court of the Western Pacific constituted by the Western Pacific (Courts) Order in Council, 1961, consists of a Chief Justice and one puisne judge. The Chief Justice resides in Honiara, and the puisne judge in Vila, in the New Hebrides. A senior magistrate resides in Tarawa, in the Gilbert and Ellice Islands.

106. The Court is a superior court of record and possesses all the jurisdiction which is vested in Her Majesty's High Court of Justice in the United Kingdom. There is a right of appeal from any decision of the High Court to the Fiji Court of Appeal. From there, in certain circumstances, an appeal lies to the judicial Committee of the Privy Council.

107. The Magistrates' Courts Ordinance provides for a system of magistrates' courts. Magistrates have both civil and criminal jurisdiction. Matrimonial causes, probate matters and certain of the rarer torts are expressly excluded from the civil jurisdiction of magistrates as is any matter involving the title of land whether such title is customary or arises by operation of written laws.

The administering Power reports that, because the magistrates are not professionally qualified, the High Court has been given broad powers to revise the decisions of magistrates in criminal matters; in addition, there is a right of appeal from the magistrates' courts in both civil and criminal matters to the High Court.

108. In addition to the High Court and the magistrates' courts, Native courts are established under the provisions of the Native Courts Ordinance. Native courts have limited civil and criminal jurisdiction over most residents within their areas. This jurisdiction is prescribed in the warrant establishing each Native court. Matters concerning the customary titles to land are dealt with in the first instance by Native courts. With the consent of a district commissioner or the High Court, an appeal from the decision of such a court lies to the High Court. Apart from this instance, there is no right of appeal from a Native court to the High Court or a magistrate's court, but all decisions of Native courts are subject to revision by an appeal to a district commissioner.

(e) Public service

109. According to the administering Power, the composition of the civil service at 1 February 1969, compared with previous years, was as follows:

	<u>1967</u>		<u>1968</u>		<u>1969</u>	
	<u>Number</u>	<u>Per cent</u>	<u>Number</u>	<u>Per cent</u>	<u>Number</u>	<u>Per cent</u>
Posts held by Solomon Islanders	1,292	65.15	1,409	64.69	1,537	67.35
Posts held by expatriate officers designated under the Overseas Service Aid Scheme	249	12.55	269	12.35	292	12.90
Posts held by non-designated officers, including temporary officers from overseas	95	4.8	85	3.91	80	3.53
Vacant posts	<u>347</u>	<u>17.5</u>	<u>415</u>	<u>19.05</u>	<u>356</u>	<u>15.72</u>
	<u>1,983</u>	<u>100.00</u>	<u>2,178</u>	<u>100.00</u>	<u>2,265</u>	<u>100.00</u>

110. A Public Service Advisory Board, with the Public Service Adviser as chairman and two senior civil servants as members, was established with effect from 1 September 1968. A Commission on the Civil Service, of which the Public Service Adviser was Commissioner, was also appointed during 1968 and began its work on 1 September 1968. The Commission was a joint Commission for all three Territories in the Western Pacific High Commission. The administering Power reports that it has completed its work, resulting in increased basic salaries and improved service structure.

Economic conditions

111. Basic information concerning economic conditions in the Solomon Islands with particular reference to foreign economic interests is set out in the reports of Sub-Committee I of the Special Committee. i/ Further information on recent developments is set out below.

Official Records of the General Assembly, Twenty-fourth Session, Annexes, agenda item 68, document A/7320/Add.1; A/7752/Add.1.

(a) Land

112. The basic scheme of land registration and registered land tenure introduced in 1963 remains unchanged (see A/7320/Add.1, paras. 31-48). The Land and Titles Ordinance 1968, which consolidated and revised the existing land legislation, was enacted in July 1968 and came into effect on 1 January 1969. Although there is no restriction on dealing in registered land, or in unregistered alienated land, the ordinance preserves the restriction preventing anyone other than a Solomon Islander from acquiring any interest in customary land (over 90 per cent of the land in the Territory). The Commissioner of Lands holds public land, both registered and unregistered, on behalf of the Government. In Honiara and the smaller towns of Auki and Gizo the majority of the land is public land, much of it subject to fixed-term estates (leases) granted by the Commissioner of Lands. By the end of 1968, some 91,396 acres of land had been registered (compared with 85,551 acres in 1967), of which 20,559 acres were privately held as a perpetual estate (freehold) or fixed-term estate (lease).

(b) Agriculture

113. Copra remains the most important crop. Production in 1968 was 20,541 tons, the lowest since 1958, and 2,976 tons less than in 1967. According to the administering Power, this decrease was largely due to the cyclones of 1966 and 1967. One effect of the cyclones has been to cause the percentage of copra produced by Solomon Islanders to decline for the first time in a number of years. In 1968, Solomon Islanders produced 10,574 tons of copra, or 51.5 per cent of the total production, compared with 13,770 tons, or 58.6 per cent in 1967. Total production for 1969 was estimated to be 26,000 tons.

114. Production of cocoa during 1968 reached a record of 104.9 tons, compared with 59.3 tons in 1967. The administering Power reports that this crop will not reach significant levels until the Government Research Station at Dala, on Malaita, has isolated strains better suited to the soil and climatic conditions of the growing areas.

115. The administering Power reports that as a direct result of the introduction and testing of a wide range of rice varieties, it was possible for a large commercial organization to sow 3,519 acres of rice with a reasonable assurance that worth-while yields would result. In 1968, the production of locally grown rice was 6,700 tons of padi harvested from 4,500 acres of rice sown. The year 1968 was the first in which local production was sufficient to meet the normal level of local consumption. Imports of rice, however, showed no signs of falling off and in consequence a protective tariff of 2 cents per pound on imported rice was imposed in November 1968.

(c) Forestry

116. Log exports again increased substantially during 1968 despite marketing difficulties. This was due to the fact that the Kalena Timber Company (a branch of a Philippine company owned by United States interests) had entered large-scale production and Lever Pacific Timbers (a subsidiary of United Africa Company (Unilever)) had transferred their operations from Gizo to larger-scale workings on Kolombangara. The total volume of logs exported exceeded 4.4 million cubic feet

compared with approximately 2.8 million cubic feet in 1967 and 1.15 million in 1966. The amount of sawn timber produced and used locally in 1968 was approximately 200,000 cubic feet, which represents little change from recent years.

117. The Legislative Council adopted a white paper on forestry policy ^{j/} in December 1968 after considering a draft prepared by a special select committee. The paper places special emphasis on production. It sets out a basic policy for long-term application, as well as an immediate programme to be followed during the years 1969-1972. One of the conclusions is that forests should be regarded and treated as an important part of the wealth of the Territory, and as a renewable resource to be managed for increased productivity and benefit to the economy. The paper states that substantial improvement of the forests cannot be achieved through the Government's own resources, but would depend on investment of funds from overseas.

(d) Mining

118. Prospecting for nickel deposits on Isabel and San Jorge continued in 1968. As a result of reports which followed an aero-geophysical survey, overseas mining companies submitted applications for prospecting permits to investigate known bauxite deposits on Rennell Island and copper prospects on Guadalcanal. It is reported that the Rennell licence, covering about 90,000 acres of land in West Rennell, has been offered to the Japanese Mitsui Mining and Smelting Company, and that a copper prospecting licence in the Koloula Valley area of Guadalcanal has been offered to the Utah Development Company, an Australian subsidiary of a United States company.

(e) Public finance

119. In 1968, exports were valued at \$A5,299,972, re-exports at \$A254,360 and imports at \$A9,399,099 (excluding bullion and specie), compared with \$A4,911,927, \$A139,680 and \$A8,198,347 (excluding bullion and specie) respectively in 1967. In 1968, copra exports totalled 17,217 tons valued at \$A3,625,384, compared with 24,434 tons and \$A3,628,731 in 1967. Despite a decline of 7,200 tons in copra exports in 1968, the value of exports remained almost the same as that in 1967 because the average f.o.b. price for the year 1968 was \$A190 per ton compared with \$A114 for 1967. In 1968, timber exports totalled 4,438,795 cubic feet valued at \$A1,412,159, compared with 2,343,238 cubic feet and \$A1,079,081 in 1967.

120. Australia was again the most important supplier of the Territory, providing goods valued at \$A4,236,306, or 45 per cent of total imports. Fifty-one per cent of the Territory's exports went to the United Kingdom and 17 per cent to Australia. The value of exports to Japan fell by \$A648,000. No copra was exported to Japan in 1968, although 1967 exports to that country amounted to \$A1,009,000. Japan remained the most important market for timber, taking 90 per cent of exports. In 1968, Japan imported 24.8 per cent of the Territory's total exports.

121. The main sources of revenue are import and export duties of which the export duty on copra is the most important. The budget is balanced by a grant-in-aid

^{j/} Forestry Policy, White Paper: B.S.I.P. 12, Honiara, December 1968.

from the United Kingdom. Following is a summary of revenue and expenditure for the years 1967-1970:

Revenue and expenditure
(Australian dollars)

	<u>1967</u> (actual)	<u>1968</u> (actual)	<u>1969</u> (revised estimate)	<u>1970</u> (estimate)
<u>Revenue</u>				
Total recurrent revenue	3,012,040	3,344,368	3,846,321	4,217,310
Grant-in-aid	1,605,917	2,196,575	2,331,584	2,314,660
Special revenue (loan funds)	36,316	26,795	16,370	7,600
Colonial Development and Welfare Overseas	438,289		45,236	
	<u>734,819</u>			
Total recurrent revenue	5,791,065	5,576,738	6,239,511	6,539,570
Total capital revenue	<u>2,519,014</u>	<u>1,938,364</u>	<u>3,175,831</u>	<u>3,153,230</u>
Total revenue	8,310,079	7,506,102	9,415,342	9,692,800
<u>Expenditure</u>	8,311,256	8,010,914	9,390,166	9,692,800

(f) Development plans

122. The Fifth Development Plan covers the period from 1 April 1968 to 31 March 1970.

123. The most important difference between this plan and earlier plans is that the Colonial Development and Welfare funds are applied only to capital projects and not as previously to both recurrent and capital projects. Although special emphasis is placed on electric power, the important attached to the social services, particularly education, housing and communications, is also reflected on the plan. The approximate total of development funds available for planning purposes from all sources during the period covered by the Fifth Development Plan is \$A8,420,900.

124. In 1967, expenditure of Colonial Development and Welfare funds totalled \$A1,971,106; the revised estimate for 1968 was \$A2,296,000.

Social conditions

(a) Labour

125. The employment position by main classifications for the years 1967 and 1968 was as follows:

	<u>1967</u>	<u>1968</u>
Agriculture	2,281	2,406
Forestry	550	911
Government	3,565	3,457
Local government	244	402
All other employment	<u>5,450</u>	<u>5,360</u>
	12,090	12,536

126. A large proportion of the labour force consists of unskilled men, and there is an acute shortage of skilled workers. According to the administering Power, this has been overcome by the employment of expatriates, of whom there were 994 at the end of June 1968, compared with 950 in 1967. Licences costing \$A5 each are issued to employers for immigrant workers with skills not yet obtainable in the Territory, on condition that employers should train Solomon Islanders to take over from immigrant workers as soon as possible.

127. Following completion of a review of daily wage rates, the Government introduced new rates of pay for its workers in October 1968. Under these arrangements the basic wages of newly engaged unskilled workers remained at \$A19.50 a month, although workers already in employment received an increase. Increased wages were paid to long-term labourers, and the wages of artisans were increased from the range of \$A22.36 to \$A52.10 a month to \$A24.44 to \$A55.12 a month. According to the administering Power, these rates compare closely with wages in the private sector. Free housing, medical facilities and water and electricity are usually provided for workers.

128. The administering Power further reports that the only two registered workers' unions of the Territory suspended activities towards the end of 1965 and since then there has been no revival of interest shown by workers in trade unionism. In 1968, there were two employers' associations: the Primary Producers' and Trade Association of the Western Solomons and the British Solomon Islands Plantations and Farmers' Association.

(b) Public health

129. The malaria pre-eradication programme, begun in January 1965, was to continue until 1970 when a start on the full malaria eradication programme was expected to be made. In 1968, the Government in conjunction with the World Health Organization (WHO), continued to build up the administrative and operational facilities necessary for the launching of a territory-wide malaria eradication programme with simultaneous intensive anti-malaria operations in the former malaria eradication pilot project area. At the same time new rural clinics were built and minor improvements were made to rural and district hospitals.

130. In this connexion the UNDP with WHO acting as the executing agency is assisting the Government in malaria pre-eradication and development of rural services projects to develop country-wide rural health services including anti-malaria measures. UNDP allocation for the two projects until 1972 is \$US63,200 and will provide the services of a public health administrator/malariologist and a sanitarian for four years each, a public health nurse for three years, three fellowships and equipment for \$US1,200.

131. According to the administering Power the heavy commitment of personnel and financial resources in the malaria pre-eradication programme precludes the launching of a major project to control tuberculosis - the second most important endemic disease in the Territory - for some time to come. Tuberculosis surveys and mass BCG vaccinations were, however, continued during 1968 to provide substantial coverage.

132. The principal government medical institutions in 1968 consisted of a central hospital with 159 beds, five district hospitals with a total of 294 beds and a leprosarium. By the end of 1968, thirty-eight rural health units in permanent materials and twenty-four clinics in temporary materials had been completed. The aim is to build sixty units of permanent construction. These figures do not include clinics run by the churches. Church medical institutions in 1968 consisted of three hospitals with a total of 275 beds. In addition, there were many church centres providing a medical service ranging from first-aid treatment to in-patient hospital care by qualified nurses.

133. Assistance in the form of equipment and drug supplies from the United Nations Children's Fund (UNICEF) and the services of a public health nurse continued in 1968. With the aid of UNICEF, the Central Hospital School of Nursing in Honiara continued to train Solomon Islands nurses and medical assistants. The services of a nurse educator from the WHO were continued until August 1968.

134. Actual government expenditure on public health in 1967 amounted to \$A574,932 (14.50 per cent of total expenditure). In 1968 the estimate for that expenditure was \$A701,730 (8.76 per cent of total expenditure) and \$A810,263 for the year 1969.

Educational conditions

135. Education is largely in the hands of the churches. In general, the Government's direct participation is mainly in the field of secondary education, technical and teacher training and further education overseas, as well as assistance to the churches and to local councils in providing primary education. The Department of Education is responsible for implementing education policy, administering the Education Ordinance, the inspecting of schools and assistance to controlling authorities in promoting better standards. Education is not yet compulsory and fees are payable in the majority of schools.

136. During 1967, preliminary attention was given to the need for revising the original 1963 White Paper on Education, which defined the interim aim of education policy as "the development of a system which would produce a flow of educated Solomon Islanders into the mainstream of the Territory's life", including an adequate supply of teachers upon which the eventual extension of primary education to all could be based.

137. In 1968, a new white paper designed to cover a five-year period became effective following approval by the Legislative Council in late 1967. The main provisions include the expansion of teacher-training and the payment of equipment and boarding subsidies to scheduled schools. In addition, certain capital aid is to be provided and equipment subsidies for secondary schools are to be made available for the first time.

138. In 1968, there were 408 registered primary and seven registered secondary schools with a total enrolment of 22,393 pupils, compared with 410 registered schools with 24,967 pupils in 1967. The enrolment for 1968 does not include those registered in exempted schools. In 1968, there were also 134 students in two teacher-training institutions and 299 students in nine technical and vocational training institutions.

139. Teacher-training courses are provided by the British Solomon Islands Training College. Both the Government and churches provide scholarships for secondary, technical and higher education overseas. In 1968, there were 295 scholarship holders, compared with 306 in 1967. Of the 295 scholarships in 1968, 181 were provided by the churches. Government expenditure on education for 1967 and 1968 was \$A548,023 (actual) and \$A855,509 (estimated), respectively. For the year 1969, it was estimated to be \$A1,075,307.

140. Under the Special Fund sector, the Governing Council of the UNDP approved in January 1969 a project entitled marine engineering and trade training programme, which would assist the Government in establishing marine diesel and trade training courses at the Honiara Technical Institute. It is expected that, when in full operation, the marine training course will have an enrolment of sixty-five trainees and the trade training course 385. UNDP allocation is \$US365,600, and the estimated value of the Government's participation is \$US603,000. The project which has a duration of four years, will provide nine man-years of expert services, six fellowships and equipment estimated to cost \$US80,000. The project, which is being executed by the International Labour Organisation (ILO), became operational in August 1969.

B. NIUE AND THE TOKELAU ISLANDS*

CONTENTS

	<u>Paragraphs</u>
1. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY	1 - 3
2. INFORMATION ON THE TERRITORIES	
A. NIUE	
General	4
Political and constitutional developments	5 - 14
Economic conditions	15 - 23
Social conditions	24 - 25
Educational conditions	26 - 29
B. TOKELAU ISLANDS	
General	30 - 31
Political and constitutional developments	32 - 40
Economic conditions	41 - 45
Social conditions	46 - 50
Educational conditions	51 - 54

* Previously issued under the symbol A/AC.109/L.620 and Corr.1 and Add.1.

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

1. The Territories of Niue and Tokelau Islands have been considered by the Special Committee and by the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning these Territories are set out in its reports to the General Assembly at its nineteenth and twenty-first to twenty-third sessions. a/ The General Assembly's decisions concerning the Territories are contained in resolutions 2069 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966, 2357 (XXII) of 19 December 1967 and 2430 (XXIII) of 18 December 1968.

2. After considering Niue and the Tokelau Islands in 1969, b/ the Special Committee adopted the following conclusions and recommendations:

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

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

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

"(4) The Special Committee takes note of the willingness of the administering Power in principle to receive a visiting mission in the Territories. It does not, however, share the view of the administering Power that the costs involved would not justify the visit unless it formed part of a wider tour of the Territories in the area. The Special Committee is of the view that it is up to the United Nations to assess the feasibility of such visiting missions. The Special Committee stresses the importance of

a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 8 (part I) (A/5800/Rev.1), chapter XV, paras. 99, 105-115; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23, document A/6300/Rev.1, chapter XVI, paras. 21, 22; *ibid.*, Twenty-second Session, Annexes, addendum to agenda item 23 (part III), document A/6700/Rev.1, chapter XVI, para. 95; A/7200/Add.9, chapter XIX, section II.

b/ A/7623/Add.6 (part I), chapter XVI, para. 11.

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

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

3. By resolution 2592 (XXIV) of 16 December 1969, which concerned twenty-five Territories, c/ including the Niue and Tokelau Islands, the General Assembly, inter alia, approved the chapters of the report of the Special Committee relating to these Territories, and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fifth session on the implementation of the present resolution.

c/ Ibid., chapter XVI.

2. INFORMATION ON THE TERRITORIES^{d/}

A. NIUE

General

4. Niue has an area of just over 100 square miles (259.2 square kilometres). The island is an elevated coral outcrop with a coral reef fringing a precipitous and broken coastline. At 31 March 1969 the population totalled 5,232. Between 200 and 300 Niueans leave Niue each year, and by far the largest proportion of these travel to New Zealand. In 1968, the deficit between those leaving and returning was eighty-six, compared with ninety-seven in 1967.

Political and constitutional developments

(a) General

5. Niue is included within the boundaries of New Zealand and is governed under the authority of the Niue Act, 1966. Niueans are British subjects and New Zealand citizens.

6. The executive government of Niue is vested in the Crown in right of the Government of New Zealand. The Resident Commissioner is charged with the executive government of Niue and exercises his powers and functions subject to the authority of the Minister of Island Affairs. The Secretary for Maori and Island Affairs is the executive link between the Minister of Island Affairs in Wellington, New Zealand and the Resident Commissioner in Niue.

(b) Executive Committee

7. The Executive Committee, comprising four members elected by the Legislative Assembly, in addition to the Resident Commissioner as chairman, is responsible for the formation, determination and implementation of the policy of the Government of Niue. A full member system of government was introduced on 1 November 1968, the Resident Commissioner delegating some of his powers and functions to members of the Executive Committee. Portfolios were allocated to each member of the Executive Committee by the Resident Commissioner, following consultation with the Leader of Government Business, after obtaining the approval of the Minister of Island Affairs. At 31 March 1969, the portfolios held by each member of the Executive Committee were as follows:

^{d/} Information presented in this section has been derived from published reports and from information transmitted to the Secretary-General by New Zealand on 18 August 1969 for the year ending 31 March 1969.

Mr. R.R. Rex, Leader of Government Business - Member for Works,
Government Administration and Finance

Mr. P. Talipule - Member for Education and Health

Mr. M.Y. Vivian - Member for Agriculture, Economic Development and
Police

Mr. Enetama - Member for Justice, Radio and Post Office

8. As a result of a by-election for the Niue Assembly held on 2 August 1969, Mr. P. Talipule was replaced by Mr. Togakilo. The portfolios for the Executive Committee were subsequently reallocated as follows: Mr. R.R. Rex, Leader of Government Business, Member for Works, Government Administration and Finance; Dr. Eretama, Member for Justice, Health and Post Office; Mr. Togakilo, Member for Radio and Police; and Mr. M.Y. Vivian, Member for Agriculture, Education and Economic Development.

9. According to the report of the administering Power, there is an understanding between the Government and people of Niue and the New Zealand Government that no further constitutional steps will be taken beyond the existing full member system of government without full consultation with the Assembly and people of Niue. The Government and people of Niue have been assured that they will retain their right to determine the pace of their constitutional development and that the New Zealand Government will respond to their wishes.

(c) Legislative Assembly

10. Legislation may be enacted by the New Zealand Parliament or the Niue Assembly. The Assembly, which consists of fourteen Niueans elected by universal suffrage with the Resident Commissioner as President, may make ordinances on any subject except defence, external affairs, and the title of the Crown to any land, which are reserved subjects. The provisions of any ordinance, to be valid, must not be repugnant to any provisions of a reserved enactment as set out in the First Schedule to the Niue Act, 1966. Ordinances require the assent of the Resident Commissioner or the Governor-General of New Zealand.

11. The Niue Assembly controls the appropriation of all government moneys, including New Zealand grant and loan moneys and funds raised locally. Any member of the Assembly may initiate legislation, but any financial measure must be approved by the Resident Commissioner before it is introduced.

12. A general election was held on 8 March 1969 and five members of the previous Assembly were defeated. The new Assembly was opened on 17 March 1969.

(d) Local government

13. The Village Council Ordinance, 1967, provides the framework of the local government system. Village councils operate in all villages and the members are elected by secret ballot. They are responsible for village affairs, including water supplies, hygiene and community development.

(e) Public service

14. The majority of public service positions are reportedly held by Niueans, and it is policy, whenever possible, to appoint a Niuean to fill a vacancy. At 31 March 1969, the number of permanent local appointees was 323, and there were fifty expatriate staff. These figures include teachers, nurses and others not classified as public servants in New Zealand. There has been an increase in the last few years in the number of officers who have gone to New Zealand to gain wider experience or special training.

Economic conditions

(a) General

15. Niue's economy is based on subsistence fishing and agriculture, as well as on the production of a few cash crops. The rocky nature of much of the island makes it unsuitable for agriculture or animal husbandry. The Niue Development Board, which is responsible for financing and planning development schemes as well as local industry, is assisting in such schemes as coconut development, passion fruit cultivation, the erection of copra driers and pandanus production. The 1968-1971 Development Programme financed by the New Zealand Government allows for the expenditure of \$NZ200,000 e/ during the three-year period. The bulk of this finance has been allocated to the rehabilitation of coconut plantations.

16. At present Niue is accessible only by sea. Progress in building an airfield has advanced to the point that, barring any unusual delays or mechanical breakdowns, it should be completed by October 1970 - a year ahead of schedule - and will be operational by March 1971. The airfield is being constructed mainly for emergency purposes but it is hoped that a regional air link can also be arranged. The airfield (5,500-ft. runway) will be able to take most of the types of aircraft operating in the region with the exception of modern jet aircraft.

17. Exports in 1968 were valued at \$NZ56,832, compared with \$NZ103,378 in 1967. The decrease in the value of exports of copra, bananas and honey was due to a hurricane in early 1968. Exports of Kumaras continued to be restricted owing to the presence of the kumara weevil, while exports of plaited ware remained at a steady level. Imports, mostly food-stuffs and vehicles (including parts and tyres), were valued at \$NZ693,323, compared with \$NZ598,156 in 1967. Approximately 80 per cent of imports came from New Zealand.

18. Niue derives insufficient revenue from exports and internal taxation to balance its budget. To meet budgetary deficits, the New Zealand Government makes grants and loans at rates fixed three years in advance for general and capital purposes. In 1967-1968 the annual grant amounted to \$NZ751,200. On 18 March 1968, the Government approved \$NZ900,000 for 1968-1969. Similar grants were also approved for 1969-1970 (\$NZ941,300) and 1970-1971 (\$NZ925,200).

19. Economic development in the past year has been dominated by the activities of the Economic Development Board. Its most ambitious project to date has been in respect of land development. The land involved is sown in pasture, fenced and watered for cattle grazing. The owners of the land receive initially the increased returns from the improved coconut yields and share with the Development Board the returns from beef production. To date, 510 acres are being developed under the scheme.

e/ New Zealand currency is used in the Territory. One New Zealand dollar equals \$US1.12.

20. Passion fruit vineyards and lime groves have also been extended by the Economic Development Board to cater for an increasing demand for these two products on the New Zealand market. Interested Niuean growers are supplied with seeds and cuttings and are given advice on their care by the Agriculture Department which works in close co-operation with the board and provides much of the skilled manpower and expert services. A small passion fruit processing factory has been founded to manufacture preserved and fresh pulp. The processing of limes into juice is also being investigated as a commercial possibility.

21. The Economic Development Board has also given assistance to some local industries, i.e., bee-keeping, a joinery factory, a motor garage and handicrafts production, in the form of low-interest loans and management services. The board's own revenue is derived from the sale of its products and low-interest, long-term loans and grants from the New Zealand Government.

(b) Land

22. In 1968, the New Zealand House of Representatives adopted legislation to amend the Niue Act, 1966 and authorize the Niue Assembly to make provision for the administration and tenure of land and for any other purpose relating to land in the Territory. New laws providing for the administration, tenure and registration of title of land in Niue came into force on 1 November 1969. The most important provisions are those relating to the registration of land. Only Crown or Niuean land (customary land) which has been surveyed and instruments affecting such land may be registered. Prior to the adoption of this legislation, 97 per cent of the land in the Territory was held under customary tenure, approximately 1.4 per cent was Crown land and the remaining 1.6 per cent was subject to freehold titles issued by the Land Court.

23. Basically the system now is to register the Mangafaoa (or clan) as owner of the land and a Leveki Mangafaoa (or trustee) to control the use of such land. There is no charge made for any survey or instruments required for the purpose of initial registration of any section of land. Any valid and subsisting leasehold or other interest in land already vested in any person or body corporate is protected by the new legislation. The system which is simple, accurate and inexpensive to administer, is according to the administering Power, ideally suited to the customs of the Niuean people.

Social conditions

(a) Labour

24. The basic wage rates at 31 March 1969 were 25.1 cents (New Zealand) per hour for unskilled labour and 27.2 cents per hour for wharf labour, with varying scales for skilled labour. No industrial workers' or employers' unions have been registered. A committee exists to determine special allowances for stevedoring and the workers have a voice on this committee.

(b) Public health

25. Curative and preventive services are integrated and are provided by the Health Department under the control of a Chief Medical Officer. There are no

private medical or dental practitioners. Expenditure on health services during 1968 was \$NZ163,215. With the exception of the Chief Medical Officer and three New Zealand nursing sisters, the remainder of the medical staff is Niuean. The medical institutions of the Territory consist of a general hospital with thirty beds, two district clinics and one child welfare mobile clinic. General medicine, surgery and obstetric services are provided by the hospital. Occasionally, a patient requiring specialist treatment is transferred to New Zealand, expenses being met by the Niue Government.

Educational conditions

26. Education is free and compulsory between the ages of six and fourteen and most children remain in school until they reach at least sixteen years of age. Secondary education is available to all. There are seven primary schools staffed by Niuean teachers, some of whom hold New Zealand Teacher's Certificates. At 31 March 1969, there were 1,535 primary school pupils. The Niue High School, which is the sole secondary school, is a coeducational institution with the status of a New Zealand secondary school with an intermediate department. At 31 March 1969, it had an enrolment of 270 pupils. For those at present unable to attend the high school a post-primary year at a village school is offered. At 31 March 1969, there were forty-seven long-term students and trainees from Niue in New Zealand. Twenty students were attending New Zealand secondary schools under the New Zealand Training Scheme and, of the various other trainees under this scheme, six students were either attending a New Zealand teachers' college or working as probationary assistants. In 1969, four students were attending the Avele Agricultural College in Western Samoa for a three-year, post-primary agricultural course. Also, two Niueans were attending the South Pacific Regional College of Tropical Agriculture in Western Samoa. In 1968, there were five students in local teacher-training, but none in 1969. Local teacher-training programmes were expected to be reviewed in 1969.
27. At 31 March 1970, there were forty long-term students and trainees from Niue in New Zealand, compared with forty-seven the previous year. At the same time, seven students were attending New Zealand secondary schools under the New Zealand Training Scheme, compared with twenty in the preceding year. Of the various other trainees under this scheme in 1969, six students were either attending a New Zealand teachers' college or working as probationary assistants.
28. In December 1968, there were eighty-five Niuean and nineteen New Zealander teachers in the Territory.
29. Educational expenditure for the year ending 31 March 1969 totalled \$NZ262,303. The New Zealand Government meets the costs of a training scheme for educational and vocational training in New Zealand, including short in-service training courses for Niuean teachers. Some textbooks and teaching aids are also provided from New Zealand funds.
30. According to the latest report of the administering Power, in 1970, twenty-eight additional Niueans and Tokelau Islanders will come to New Zealand for education, vocational training and refresher courses, compared with fifteen in 1969. These will include primary and secondary school pupils, nurses, apprentices, university students, a doctor, tradesmen and clerical trainees. It is intended that \$NZ63,000 will be spent on these and the seventy-one Niuean and Tokelau Islands students already embarked on long-term courses in the country. Three of the Niuean students returned home early in 1970, having completed their training in professional and trade fields. In 1970, there will be four Niueans and one Tokelau Islander attending universities.

B. TOKELAU ISLANDS

General

31. The Tokelau Island group consist of the three atoll islands of Fakaofu, Nukunonu, and Atafu. Nukunonu is the largest atoll, being 1,350 acres in area. Fakaofu and Atafu have 650 and 500 acres respectively. The census held on 25 September 1968 showed the following population figures:

Atafu	595
Nukunonu	507
Fakaofu	<u>730</u>
	1,832

Political and constitutional developments

(a) General

32. The Tokelau Islands are included within the boundaries of New Zealand and are administered under the authority of the Tokelau Islands Act, 1948. Tokelauans are British subjects and New Zealand citizens.

(b) Administration

33. The Tokelau Islands Administration Regulations, 1949 provide for the High Commissioner for New Zealand in Western Samoa to be the Administrator of the Tokelau Islands. The Administrator is charged with all administrative and executive functions in the Tokelau Islands and is responsible to the Minister of Island Affairs in Wellington. He is assisted by a district officer and staff based at Apia who are responsible to him. The Secretary for Maori and Island Affairs is the administrative link between the Minister of Island Affairs and the Administrator of the Tokelau Islands.

34. The Tokelau Islands Administration continues to be based at Apia by agreement with the Government of Western Samoa. The district officer is required to make regular visits to the group. There is a close administrative connexion between the Government of Western Samoa and the Tokelau Islands Administration.

(c) Legislation

35. According to the report of the administering Power, under the provisions of the Tokelau Islands Act, 1948 little legislation has been required to date owing to the simplicity of life in the group, but work has been started on the revision and consolidation of existing laws. Part I of the Tokelau Islands Amendment Act, 1967, which formalizes the establishment of a Tokelau Islands Public Service and makes provision for its members to join the New Zealand Government Superannuation Fund, was brought into force on 1 January 1969 by Order in Council.

(d) Public service

36. The New Zealand State Services Commission, which is the controlling authority of the Tokelau Islands Public Service, is empowered to make appointments, to fix the salaries and allowances of employees, and is given the duty of ensuring that there is a proper standard of efficiency in the Tokelau Islands Public Service. The functions performed by the public service pertain to education, health, police and postal and radio services on each of the three atolls of the group. Education, health, agriculture and radio personnel stationed in the group and employed by the administration were trained in Western Samoa and some of them are Samoan. There are six expatriate teachers and three expatriate building supervisors employed.

(e) Local government

37. Local administration on each island is carried out by officials appointed by the Administrator. Those officials comprise the Faipule (who is also the magistrate), the village mayor, and the village clerk. The Faipule is the chief representative of the Administrator and acts in a supervisory capacity over government officials on his island. He administers the laws and presides over the local court. The village mayor is principally an executive official and is responsible for the maintenance of good order, sanitation, cleanliness, water supplies, the inspection of plantations and organizes the packing of copra prior to a shipping call. The village clerk keeps the records of births, deaths and marriages and has charge of all public moneys.

(f) Suffrage

38. The Faipule on each island is democratically elected for a term of three years.

(g) Recent developments

39. In June 1969, the New Zealand Minister for Island Affairs introduced a bill in the New Zealand House of Representatives, making "minor but necessary" amendments to the Tokelau Islands Act, 1948. By that act, New Zealand assumed formal sovereignty over the Tokelau Islands and the laws existing there were enforced. Those laws consisted mainly of the Queen's Regulations, as far back as 1893 and ordinances of the Gilbert and Ellice Islands.

40. Provisions made by the bill would "bring the Tokelau Islands law into line with the laws of New Zealand", particularly in the administration of common law and equity by the courts. Another provision of the bill would enable the Minister of Island Affairs to take land for public purposes by warrant instead of order in Executive Council. The bill would also provide for New Zealand Government employees serving in the Tokelau Islands Public Service to withdraw from the Government Superannuation Fund if they so wish and would put these employees on the same basis as Cook, Niue and New Zealand Government employees.

Economic conditions

41. Practically all land is held by customary title in accordance with the customs and usages of the inhabitants. The Tokelau Islands Amendment Act, 1967 provides that the indigenous inhabitants may dispose of their land among themselves according to their customs, but they may not alienate land by sale or gift to non-indigenous inhabitants other than to the Crown. Land holdings pass from generation to generation within the families, being held by the head of a closely-related family group, although some land is held in common.

42. The economy of the Tokelau Islands is based on subsistence crops, fishing and the production of copra for export. Revenue is derived principally from export duty on copra, customs duty, trading profits and the sale of postage stamps. Total revenue for the year ending 31 March 1969 was \$NZ16,783. Expenditure is mainly devoted to the provision of social services, particularly health, education, agriculture and the cost of administration.

43. Annual estimates of revenue and expenditure are prepared by the Administrator and are approved by the Minister of Island Affairs. Financial aid totalling \$NZ484,000 from New Zealand for the triennium 1968/1969-1970/1971, which was announced early in 1968, was increased to \$NZ532,000 during the year ending 31 March 1969 to meet the cost of salary increases for employees of the newly formed Tokelau Islands Public Service and to counter the full effect of devaluation of the Western Samoan currency (which is the principal currency used by the administration).

44. Expenditure for the year ending 31 March 1969 was \$NZ178,987, as follows: administration, \$NZ32,404; education, \$NZ35,873; health, \$NZ23,972; public works, \$NZ79,457 (which includes \$NZ53,875 expended on capital works development); agriculture, \$NZ3,320; and post office and radio, \$NZ3,961.

45. Since the withdrawal of the Sunderland flying-boat service from the Tokelau Islands early in 1967 the atolls have been without any air service. Towards the end of 1968 a permanent air link was restored. A Grumman Mallard amphibian aircraft operated by Air Pacific, Ltd. has been made available to the Tokelau Islands Administration over the next three years to provide four administrative flights a year as well as medical emergency flights when necessary.

Social conditions

(a) Labour

46. According to the report of the administering Power, copra production and the manufacture of plaited ware and woodwork are the only industries and no supervision of employment conditions in these industries is necessary. Some islanders have taken up work in Western Samoa.

47. During the year ending 31 March 1969, the New Zealand Government approved continuation of the Tokelau Islands Resettlement Scheme by which the inhabitants of the Tokelau Islands can, of their own choice, be resettled in New Zealand over a number of years. In March 1969, the total number of those resettled was 167, comprising eighteen families and seventy single persons. Thirteen families, four grandparents (related to families previously resettled) and eight single girls were brought to New Zealand in the calendar year 1969 under the scheme.

These total 110 individuals. The families were placed in three and four-bedroom houses in both Porirua and Taupo. Employment was found for the family breadwinners and the single people of working age, and welfare officers of the Maori and Island Affairs Department maintain constant liaison with each group of immigrants and assist their adjustment to New Zealand conditions. In March 1970, the total number of those resettled in New Zealand under the Resettlement Scheme was 299, compared with 167 in the previous year.

48. To relieve the overcrowded conditions in Fakaofo, the administering Power reports that the people of this atoll are being resettled on the Fenuafala motu. The new school at Fenuafala opened in September 1969 and there are now approximately thirty-five houses on the motu (providing accommodation for 370 residents) with more to be expected. At this stage, there is much commuting between Fakaofo and Fenuafala. A new hospital is to be built on Fenuafala next year. An expatriate building overseer is in charge of the various constructions projects on the motu.

(b) Public health

49. The Government of Western Samoa assists with the medical services of the Territory and regular visits are made to the atolls by its medical staff. During the year ending 31 March 1969 the Territory had four Tokelau medical officers. Three were on rotation among the three atolls while the fourth attended refresher courses and in-service training in Western Samoa and New Zealand.

50. The administering Power reports that filariasis, until recently common in the Territory, will be almost completely eliminated through a campaign sponsored by the South Pacific Medical Research Committee of the New Zealand Medical Research Council.

Educational conditions

51. Attendance at schools is reported to be very close to 100 per cent. The Tokelau Administration has continued to award scholarships to enable children and public servants to receive secondary education, teacher training, and in-service training in Western Samoa. The New Zealand Government also assists with the education and vocational training of Tokelauans, selected students and public servants being brought to New Zealand under the auspices of the New Zealand Training Scheme. The number of long-term students and trainees in New Zealand at 31 March 1970 totalled thirty, including twenty-one secondary school pupils and one university student, compared with twenty-seven in the previous year, of whom twenty-two were secondary school pupils and one a university student. Fourteen additional Tokelauans were being trained in Western Samoa and in Fiji, compared with eleven in 1969.

52. During 1968/69 there were reported to be twenty trained Tokelauan teachers in education service, but some of them may move to New Zealand in the near future. At the beginning of the 1969 school year it was reported that three expatriate New Zealand teaching couples had been settled on each of the three atolls to assist in raising the general standard of education and to better prepare the majority of the people for their eventual resettlement in New Zealand.

53. The three teaching couples have now completed their first year and all reports indicate that the expected improvement is being effected and that they have fitted in extremely well with the people of the Tokelaus.

54. Education expenditure for the year ending 31 March 1969 was \$NZ35,873.

C. NEW HEBRIDES*

CONTENTS

	<u>Paragraphs</u>
1. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY	1 - 3
2. INFORMATION ON THE TERRITORY	4 - 55
General	4
Political and constitutional developments	5 - 28
Economic conditions	29 - 41
Social conditions	42 - 50
Educational conditions	51 - 55

* Previously issued under the symbol A/AC.109/L.617 and Corr.1.

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

1. The Territory of the New Hebrides has been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territory are set out in its reports to the General Assembly at its nineteenth and twenty-first to twenty-third sessions. a/

2. After considering the New Hebrides in 1969, the Special Committee adopted the following conclusions and recommendations: b/

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

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

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

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

"(5) The Special Committee urges the administering Powers to provide for speedy implementation of the Declaration on the basis of the principle of universal suffrage. With a view to this it urges the administering Powers to take immediate steps to introduce representative political institutions and executive machinery in conformity with the principles of the United Nations Charter and the provisions of the Declaration.

a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex I.6, (part I) (A/5800/Rev.1) chapter XII, paras. 89-96; ibid., Twenty-first Session, Annexes, addendum to agenda item 23, document A/6300/Rev.1, ibid., Twenty-second Session, Annexes, addendum to agenda item 23 (part III), document (A/6700/Rev.1), chapter XVII, para. 31; A/7200/Add.9, chapter XIX, section II.

b/ A/7023/Add.6 (part I), chapter XVII, para. 10.

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

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

3. By resolution 2592 (XXIV) of 16 December 1969, which concerned twenty-five Territories, including the New Hebrides, the General Assembly inter alia approved the chapters of the report of the Special Committee relating to these Territories,^{c/} and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fifth session on the implementation of the present resolution.

^{c/} Ibid., chapter XVII.

2. INFORMATION ON THE TERRITORY^{d/}

GENERAL

4. The New Hebrides form an irregular chain of islands some 440 miles (704 kilometres) long in the south-western Pacific Ocean. They have a total land area of 5,700 square miles (14,763 square kilometres). The Territory's first census, which was taken on 28 May 1967, showed a total population of 76,582 excluding an estimated 1,400 New Hebrideans who refused to complete returns. New Hebrideans constitute more than 92 per cent of the total population. The remainder includes 2,924 Europeans and part-Europeans, 1,696 other Pacific Islanders, 649 Asians and 476 others. The non-Melanesians are British or French subjects and ressortissants (nationals of other countries who elect to come under the jurisdiction of either France or the United Kingdom). At 31 December 1968, the total population was estimated to number 78,533 persons of whom 5,446 were non-indigenous.

POLITICAL AND CONSTITUTIONAL DEVELOPMENTS

Status

5. The New Hebrides form a Condominium jointly administered by France and the United Kingdom which was established on 20 October 1906. By the Anglo-French Convention of 16 November 1887, these Powers appointed a Joint Naval Commission charged with the protection of the lives and properties of their subjects. In 1902, deputy resident commissioners were appointed. By the Convention of 20 October 1906, the two Governments established the Anglo-French Condominium of the New Hebrides. This Convention was superseded by the Anglo-French Protocol of 1914.

6. Subjects and citizens of the signatory Powers enjoy equal rights. Each Power "retains sovereignty over its nationals and over corporations legally constituted according to its laws", and neither Power may exercise a separate authority over the Condominium. Nationals of third Powers residing in the group opt for either the British or French legal system and, for all practical purposes, come under the administrative protection and authority of the Power for whose legal system they opt. Foreign workers "introduced in the group by or with the authority of one or other of the two Governments" are regarded as having opted for the legal system of the Government which authorized their introduction. The 1914 Protocol does not define the national status of the indigenous inhabitants of the Condominium. It states that they cannot be dependants of either Power nor can they "acquire in the group the status of subject or citizen" of either Power.

d/ This section is based on published reports and on the information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under Article 75 e of the Charter on 12 September 1969 for the year ending 31 December 1968 and by France on 11 February 1970 for the year ending 31 December 1968.

7. According to reports, in December 1968, the Territory received the first batch of passports designed for use by its indigenous population. These passports would enable their holders to claim the assistance and protection of either British or French officials abroad or both at the same time. Until then, New Hebrideans travelling abroad carried only identity cards and often met difficulties whenever they travelled elsewhere than in France or the United Kingdom.

Constitution

8. The Constitution of the Condominium is laid down in the Anglo-French Protocol of 6 August 1914, which was ratified in 1922 and proclaimed in the New Hebrides on 5 July 1924, and which has, with some modification, regulated the administration of the Condominium since that time.

(a) Joint Administration

9. The Government of the Condominium is known as the Joint Administration, of which the formal joint and equal heads are the British and French High Commissioners acting through their local representatives, the British and French Resident Commissioners, to whom they delegate their powers and to whom they give directions. (The British High Commissioner resides at Honiara in the British Solomon Islands and, as High Commissioner for the Western Pacific, his jurisdiction extends to other United Kingdom Territories in the area; the French High Commissioner resides at Nouméa in New Caledonia and is also the Governor of New Caledonia.) The Joint Administration consists of the British National Administration, the French National Administration and certain joint or condominium services. In addition to participating in the Joint Administration, each national administration under its resident commissioner deals independently with national affairs in so far as these are not of joint concern.

10. The national administration civil services consist of administrative, clerical, accounting and technical officers, including medical and education officers, since health and education, although subsidized from the joint (Condominium) budget, are primarily national subjects. Each civil service has its own set of estimates, the revenue of which is to a greater or lesser extent derived from the metropolitan Government.

11. The Joint Services, created under article 4 of the Protocol, include normal government departments such as the Treasury (including customs and inland revenue), public works and transport, posts and telephones, radio, lands, survey, agriculture, meteorology and mines. These are financed from local taxation, the joint budget being prepared by the resident commissioners and assented to by the high commissioners and the metropolitan Governments after reference to the Advisory Council.

(b) Advisory Council

12. The Territory has no legislative council. Since 1957, it has had an Advisory Council presided over by the resident commissioners. Following approval by the Advisory Council of the 1967 proposals for constitutional changes, the membership of the Council was increased from twenty-six to thirty when the new Council held its first meeting in October 1969. While the number of official members remained at six (the British and French resident commissioners, the Assistant British Resident Commissioner, the Chancellor of the French Residency, the Condominium

Treasurer and the Condominium Superintendent of Works), the number of unofficial members was increased from twenty to twenty-four. Fourteen of the unofficial members are elected, instead of eight as in the past: three British and three French instead of two each, and eight New Hebrideans instead of four. There are therefore ten nominated unofficial members instead of twelve: three British and three French, as before, and four New Hebrideans instead of six.

13. As regards meetings of the Advisory Council, the United Kingdom reported that in 1967 the usual two meetings of the Advisory Council were held, the first principally to consider progress in the year's programme and the second to consider the 1968 budget. In 1968, the Advisory Council held only one meeting, which considered the 1969 budget, draft legislation and the proposals for constitutional advance. Meetings of the Standing Committee of the Advisory Council were held between sessions as usual to consider policy matters and draft legislation.

Local government

14. According to the information transmitted by France, there were twenty-two local councils in 1968, of which fifteen were said to be functioning satisfactorily.

15. In 1966, joint legislation was enacted to establish an advisory town council for Luganville, the small urban settlement situated on the south coast of Espiritu Santo. The life of the Council was extended in September 1968 for a further period of six months, as it was expected that elections would be held in 1969. The council is composed of fifteen members. Five of these members are officials, including the British and French district agents for the Northern District as joint chairmen; three members are appointed by the Resident Commissioner and seven are elected. The Council meets monthly and advises the Government regarding the use of Condominium funds allocated for the Luganville area.

Elections

16. The Territory does not have universal adult suffrage. Prior to the 1969 constitutional changes, the New Hebridean elected members of the Advisory Council were elected by representatives of the local councils in each of the four administrative districts. Included in the constitutional changes was the setting up of eight electoral districts or constituencies to elect each of the New Hebridean elected members of the Advisory Council. Elections were held in July-August 1969. In each electoral district, there is an electoral college composed of the representatives of the local councils in the district and a number of electors representing areas of the district without local councils. These areas are divided into sub-districts corresponding to "natural" population groupings, i.e., small or lightly populated islands or groups of villages situated close to each other in the same part of the island. The people of each sub-district choose from among themselves one or more representatives (according to the size of the population), and these meet with the representatives of the local council at a convenient place in the electoral district to elect a member of the Advisory Council.

17. There are two representatives for the first 500 inhabitants of each local council area and one additional representative for each additional 500 inhabitants.

This is the same system as the one used for the elections to the Advisory Council in 1964. In the other areas, there is one representative for the first 500 inhabitants and one additional representative for each additional 500.

Political parties

18. According to reports, the first political movement to develop in the Condominium on a national scale since the Territory came under the joint administration of France and the United Kingdom was Nagriamel. Its aim has been to restore to indigenous ownership all European-owned land which has never been developed agriculturally. Nagriamel leaders say, however, that the movement is not anti-European. It is further reported that the land sought is that which was generally acquired before the Condominium was established when European speculators acquired paper titles to huge areas in exchange for axes, bolts of material, liquor, etc.

19. The Nagriamel movement is reported to have a membership of more than 10,000 throughout the New Hebrides, particularly in the northern islands. Its leader, Mr. Jimmy Stephens, is part-English, part-Tongan and part-New Hebridean.

20. The movement appears to date back to January 1966, when Chief Buluk, a headman of the Big Bay area of Espiritu Santo, and a friend of Mr. Stephens, called a meeting of more than twenty local chiefs to discuss the invasion by Europeans of what they considered to be their land. Subsequent to the meeting, Mr. Stephens, Chief Buluk and other New Hebrideans went to live on some land called Vanafo, north of the town of Santo. This land is on a vast, fertile, largely under-developed plateau that extends from the eastern side of Espiritu Santo to Big Bay.

21. According to a judgement of the Condominium Joint Court, part of the land belongs to the Société Française des Nouvelles Hebrides which acquired it around the beginning of the century. The company has made no effort to eject Mr. Stephens and his companions who are reported to have developed Vanafo into an attractive settlement.

22. Nagriamel members have gone to other parts of the Territory to explain the Nagriamel platform and it was reported that \$A500,000 had been paid into Nagriamel funds by July 1969. Part of this money was spent in transforming Vanafo into an agricultural centre producing, among other things, peanuts. Other amounts were used for travel to Australia, New Caledonia and Fiji in search of "advice", and in fees to a lawyer and leading politician in the Fijian Indian community, Mr. K.C. Ramrakha.

23. It was also reported that the French administration has offered to establish a school, and the British, a medical clinic in the Vanafo community.

24. Official reference was made to Nagriamel in December 1968 at the opening of the sixteenth session of the New Hebrides Advisory Council, when the British and French resident commissioners made the following statement in their joint speech:

"We must not omit to mention a resettlement operation now being carried out by some New Hebrideans in the Vanafo area of Santo. While in some respects - e.g., their desire to develop the land for agriculture and

cattle with the help of modern equipment - these people are forward-looking, in others they seem to be preoccupied with the past, inasmuch as they talk a great deal about custom law.

"Although it was necessary earlier this year to punish some of the people involved in the Nagriamel movement for illegal entry on to land, we are watching its activities with interest and shall not oppose any desirable project which will not disturb good relations between the various communities."

25. The Special Committee has received a petition (A/AC.109/PET.1122) from Mr. K.C. Ramrakha on behalf of Nagriamel requesting that "land laws be changed immediately and that no occupancy by indigene of any land be disturbed further; that the country be given independence and a one man one vote constitution based on a single government and a single citizenship".

Public service

26. At the end of 1968, the Joint Services employed 151 European and 105 New Hebridean officers. The British National Service employed 191 local and seventy overseas officers. It also employed eighteen expatriate officers on contract, recruited locally or in Fiji, twenty-two expatriate and fifteen local temporary officers. France reports that in the same year, there were 508 in the French administration, of which seventy-eight were overseas officers. The remainder were New Hebrideans and from other areas of the Pacific (Tahitian and Wallis Islanders).

27. The Joint Services provide technical training within the Territory to locally recruited staff in radio operation, meteorological observation, agriculture, construction techniques and clerical work. The British Service, which does not have local facilities for technical training, sends suitable candidates to Papua, the Trust Territory of New Guinea, the Solomon Islands, Fiji, Australia, New Zealand and the United Kingdom. In 1968, there were thirty-one such trainees overseas. The United Kingdom reports that localization of the public service is still handicapped by the insufficient number of adequately educated candidates and by the fact that several overseas institutions have recently raised the educational standards necessary for entry.

Judiciary

28. The New Hebrides has three types of courts: Condominium courts, British national courts and French national courts. The Condominium courts comprise the Joint Court, the courts of first instance and the Native courts. The Joint Court is the chief court. It hears appeals from the courts of first instance and from the Native courts which are established in each district of the Territory. It is responsible for land registration, for law cases involving both French and British, Europeans and indigenous persons and for cases between indigenous persons. One of the two agents (administrative officers) of the district concerned sits in the Native courts with two local assessors. The agents are obliged to consult the local assessors. The Native courts have jurisdiction throughout their district over offences against New Hebridean regulations and customs. British or French national courts administer their own national laws where British or French subjects are concerned, except in cases reserved for the Joint Court.

ECONOMIC CONDITIONS

General

29. Most of the New Hebrides is mountainous and heavily forested; large areas of the interior are uninhabited. The Territory's economy is based mainly on subsistence gardening and the production of copra. Other cash crops include cocoa and coffee. Production of manganese ore for export, which, along with the frozen fish industry, had contributed to a diversification of the Territory's economy, was stopped in December 1968 following a sharp decrease in manganese exports. This action was taken by the mining company Compagnie Française des Phosphates de l'Océanie, which announced that production would be stopped because of poor grades of ore and "market problems".

30. In October 1969, it was reported that the Forari manganese mines had found a part purchaser who intended to reopen the mines and renew exports to Japan. Reserves of these mines were estimated at 300,000 tons of 42 per cent manganese. The purchaser is Southland Mining, Ltd. (an Australian company operating in Fiji), which reportedly paid an undisclosed sum for 50 per cent interest in Le Manganese de Vate (LMV), owner of the mines. According to Southland Mining, Ltd., LMV would produce 60,000 tons of ore annually and the first shipment - 10,000 tons - would be made in April 1970. Final contract arrangements with Japanese buyers were being made in late September 1969.

31. Other minor industries include the frozen and tinned meat industry, a few small factories and indigenous arts and crafts.

32. The New Hebrides is reported to be one of five groups of Pacific Ocean islands having a favourable balance of trade. In the New Hebrides, this is derived from a combination of copra, fish and manganese. In 1968, exports were valued at £4,852,151, ^{e/} compared with £4,254,000 in 1967. This included £2,592,207 from copra, £703,158 from manganese and £1,114,739 from frozen fish, compared with £2,279,209, £858,017 and £815,631 in 1967. Imports totalled £4,233,589 in 1968, compared with £3,458,490 the previous year. Most of the exports went to France and Japan (followed very closely by the United States and Venezuela in 1968), and the main sources of imports were Australia and France.

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

34. Revenue for the joint budget is derived principally from import-export duties (60 to 65 per cent) and other local taxes. Revenue for each of the national budgets is derived mainly from grants by the administering Powers.

^{e/} For an explanation of the currency in use in the Territory, see paragraph 38 below.

35. Revenue under the joint budget in 1968 totalled £1,432,841, compared with £1,336,257 in 1967; expenditure totalled £1,302,176, compared with £1,336,257 the previous year. Estimated revenue and expenditure under that budget in 1969 were £1,329,815 and £1,329,314 respectively.

36. Revenue under the British National Administration budget in 1968/1969 totalled \$A271,744, compared with \$A261,427 in 1967/1968. This revenue was estimated at \$A244,890 for 1969/1970. Colonial Development and Welfare Grants amounted to \$A473,309 in 1968/1969, compared with \$A633,666 in 1967/1968; they were estimated at \$A500,723 for 1969/1970. Expenditure under the British National Administration totalled \$A1,651,241 in 1968/1969, compared with \$A1,345,437 in 1967/1968; it was estimated at \$A1,692,803 for 1969/1970.

37. Revenue and expenditure under the French National Administration budget in 1968 totalled, respectively, 144,024,000 New Hebrides francs (FNH) and FNH 141,964,000; compared with FNH 132,323,000 and FNH 121,217,000 in 1967. In 1968, as in 1967, grants from France covered 73 per cent of the French National Administration budget.

38. The Protocol provides that the currency and banknotes of either Power shall be legal tender, and in 1955, Australian currency was recognized valid for payments in sterling. The currencies in use are the Australian dollar and the New Hebrides franc. The latter is convertible into Australian currency. Its issue is regulated by the French authorities, who also fix the rate of exchange with the metropolitan franc. One pound sterling equals twelve French francs or 214.3 New Hebrides francs; it equals 2.143 Australian dollars. For Joint Administration transactions an arbitrary rate of \$A2.15 = £Stg.1 is used.

Land utilization and tenure

39. An elaborate Joint Court was set up under article X of the 1914 Protocol. One of the principal objects of this court has been to resolve land claims in respect of transactions prior to the 1906 Convention (article XXII) and to provide the machinery whereby transactions entered into subsequent to 1906, could be investigated. To protect the interests of New Hebrideans, provision was made for the Joint Court to set aside Native reserves which could not be alienated and for the resident commissioners to prohibit further alienations in any island. In the case of transfers to those other than indigenous inhabitants subsequent to the Convention, district agents were required to certify that certain conditions had been complied with.

40. The proceedings at which evidence is given of a survey of the land in question are held before the Joint Court according to a detailed and complicated procedure laid down in the 1914 Protocol. According to the United Kingdom administration the procedure is occasionally ambiguous and, as conditions have altered, it has not facilitated prompt adjudication by the Court. A system of registering titles to land was set up under article XXVI of the Protocol and Joint Regulation No. 3 of 1930. Titles when declared by the court and inscribed are unimpeachable.

41. The different categories of land in the Territory are not defined either in the Protocol or by joint regulation, but the position is described as follows in the latest report from the United Kingdom:

(a) Registered land is that land which, having been surveyed and title thereto established in the Joint Court, has been inscribed in the Register;

(b) Land under claim is that which is the subject of an application to the Joint Court for a declaration of title. The claim may or may not be opposed. The land may or may not have been surveyed and may be occupied in whole or in part or may be vacant;

(c) Native reserves refers to land which has been reserved for specified indigenous groups or individuals by the Joint Court or by the resident commissioners. Such land cannot be alienated without the authority of the Joint Court or the resident commissioners, as the case may be;

(d) Native land is described as all other land which by traditional implication is believed to be the subject of indigenous interests whether or not such interests are in fact exercised. Disputes between indigenous inhabitants over such land may be heard by the Joint Court or the Native Court and, once adjudicated, the title to the land can then be registered. An indigenous inhabitant may apply to the Joint Court to have his customary title to his land adjudicated and registered. It is not clear, according to the latest United Kingdom report, whether such land once registered loses its customary element. Provision exists in the Protocol for indigenous interests concerned in any claim before the Joint Court to be represented by an official appointed by the resident commissioners to be Native Advocate;

(e) Government-owned land. There is no concept of Condominium ownership of vacant lands, but the ownership of minerals has been vested in the resident commissioners as representatives of the Condominium. The Condominium owns only that land which it has purchased, and which has been registered. In the same way, the British, French and Australian Governments own registered land. Under Joint Regulation No. 35 of 1964, provision is made for the Condominium government to acquire land compulsorily;

(f) Leasehold land. Leasehold interests in land may be registered as well as such other interests as may be prescribed by joint regulation.

SOCIAL CONDITIONS

Labour

42. The indigenous population is mainly engaged in producing subsistence and cash crops. Most employed labour works on copra plantations, on trading ships, in stores or in government service. There is a general shortage of skilled or semi-skilled labour. According to reports, the 1967 census showed a work force of less than 20,000; it also showed that there was an increasing tendency by young New Hebridean men to move from subsistence agriculture to more sophisticated occupations.

43. Wages vary according to the type of labour and whether or not rations are included. The lowest wage is that of a rationed, unskilled plantation worker who earned \$A34 per month in 1967/1968. At the other end of the scale, store employees and skilled artisans received up to \$A100 a month during the same year. The work which averages between forty and fifty hours. There are no trade unions, although provisions exist for them.

Public health

44. Medical services are provided by the British and French Administrations, the Joint Administration and voluntary mission agencies.

45. According to the report of the United Kingdom, the French Administration has devoted its main efforts to the provision of hospitals in the principal centres of population, and the British Administration and British missions have concentrated on rural areas. It is the policy of the British Administration to improve the co-ordination of all services so that eventually there will be a single Condominium medical and public health service.

46. The French Administration maintains five hospitals (the main ones are at Vila and Santo) staffed by eight French medical officers and nursing sisters. In 1968, plans were in progress for rebuilding the Vila hospital.

47. The British Administration employs a staff of one senior medical officer, three "expatriate" and seven local medical officers (graduates of the Fiji College of Medicine), ten medical assistants, one nursing sister, one laboratory technician, four health inspectors trained at Fiji College and some sixty dressers and nurses.

48. The Condominium medical officers are those of the national administrations, apart from two Fiji graduates appointed solely to the Condominium service and working in French hospitals. The United Kingdom reports that the limited functions and scope of the Condominium services are gradually being expanded, and that the recently established hygiene and preventive medicine service marks the beginning of a functional Condominium service. The Condominium Administration maintains two sanitary squads under sanitary inspectors, one at Vila and one at Santo, engaged in mosquito control and general sanitary work of limited extent. In other areas, no organized hygiene work is carried out.

49. According to the United Kingdom report, the tuberculosis control programme which was started in 1964 with assistance from the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) was extended in 1967 to include inoculations against whooping cough, diphtheria and tetanus for all pre-school children; tetanus for all pregnant women; and smallpox vaccination for the entire population. By the end of 1963, this programme had covered a large percentage of the population. It was also reported that the possibility of initiating a malaria eradication programme was still under review.

50. In 1968, expenditure on public health by the Joint Administration (excluding subventions to the national administrations) totalled £47,456, compared with £36,248 in 1967. This expenditure was estimated at £52,458 for 1969. Estimated expenditure on public health by the British National

Administration for 1967/1968 was \$A193,751, compared with \$A153,376 in 1966/1967. Expenditure on public health by the French National Administration in 1968 was FNH 27,322,000 compared with FNH 24,052,000 in 1967.

EDUCATIONAL CONDITIONS

51. Primary education is mostly provided by mission schools. In addition, the British National Administration operated two primary schools in 1967 with a total enrolment of 200 pupils, of whom 119 were indigenous. In 1968, this number was increased to three primary schools. The French National Administration operated forty-one primary schools in 1968, staffed by 137 teachers (thirty-seven indigenous) and with an enrolment of 2,930 pupils (2,100 indigenous).

52. Secondary education was provided by one British school with an enrolment of eighty-three pupils in 1968 (fifty-five in 1967); two French schools with a total enrolment of 180 students in 1968; and one independent school which had an enrolment of eighty-four students in 1967. In addition, twenty-seven scholarship students attended secondary schools overseas in 1968, thirteen in British schools and fourteen in French schools.

53. Vocational training was provided by one independent vocational training school which had an enrolment of twenty-five students in 1967. In addition, twelve scholarship students attended British vocational schools overseas. A teachers' college operated by the British National Administration had an enrolment of fifty-seven pupils in 1968; an additional four students followed teacher-training courses in the United Kingdom.

54. In 1968, three students were in French universities on scholarships granted by the French National Administration.

55. The Condominium government does not provide funds for educational services out of its Joint Administration budget but gives an annual subsidy to the national administrations, which in turn assist the mission schools. Expenditure on education by the British National Administration was estimated to total £378,418 in 1968, compared with £280,820 in 1967. Included were annual subventions of £29,165 and £30,915, received from the Joint Administration for recurrent expenditure in 1967 and 1968 respectively. Expenditure on education by the French National Administration in 1968 amounted to 6,434,000 French francs.

D. AMERICAN SAMOA AND GUAM*

CONTENTS

	<u>Paragraphs</u>
1. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND BY THE GENERAL ASSEMBLY	1 - 3
2. INFORMATION ON THE TERRITORIES	4
A. AMERICAN SAMOA	4 - 43
General	4
Political and constitutional developments	5 - 18
Economic conditions	19 - 32
Social conditions	33 - 37
Educational conditions	38 - 43
B. GUAM	44 - 125
General	44 - 45
Political and constitutional developments	46 - 71
Economic conditions	72 - 96
Social conditions	97 - 113
Educational conditions	119 - 125

* Previously issued under the symbol A/AC.109/L.630.

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

1. American Samoa and Guam have been considered by the Special Committee and the General Assembly since 1904. The Special Committee's conclusions and recommendations concerning the Territories are set out in its reports to the General Assembly at its nineteenth and twenty-first to twenty-third sessions.^{a/} The General Assembly's decisions concerning the Territories are contained in resolutions 2069 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966, 2357 (XXII) of 19 December 1967 and 2430 (XXIII) of 18 December 1968.

2. After considering the Territories in 1969,^{b/} the Special Committee adopted the following conclusions and recommendations:

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

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

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

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

a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 8 (part I) (A/5000/Rev.1), chapter XVI, paras. 64-71, chapter XVII, paras. 95-102; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23, document A/6300/Rev.1, chapter XVIII, paras. 65 and 66; *ibid.*, Twenty-second Session, Annexes, addendum to agenda item 23 (Part III) document A/6700/Rev.1, chapter XVIII, para. 81; A/7200/Add.9 chapter XXI, section II.

b/ A/7623/Add.6 (Part I), chapter XVIII, para. 11.

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

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

3. By resolution 2592 (XXIV) of 16 December 1969, which concerned twenty-five Territories, including American Samoa and Guam, the General Assembly, inter alia, approved the chapters of the report of the Special Committee relating to these Territories,^{c/} and requested the Special Committee to continue to pay special attention to them and to report to the General Assembly at its twenty-fifth session on the implementation of the present resolution.

2. INFORMATION ON THE TERRITORIES

A. AMERICAN SAMOA^{d/}

General

4. American Samoa consists of seven eastern islands in the Samoan Archipelago situated about 1,000 miles northeast of New Zealand and seventy-seven miles east of Western Samoa. It has a total land area of 76.2 square miles. The headquarters of the Administration are located at Pago Pago on Tutuila, the main island of the Territory. The inhabitants of the Territory are Polynesian. The 1960 census showed a population of 20,051. In 1969, the population was estimated to exceed 28,000.

Political and constitutional developments

(a) General

5. American Samoa is a Territory of the United States administered by the Department of the Interior by Executive Order signed by the President of the United States, effective July 1951. The people of the Territory are nationals of the United States.

^{c/} Ibid., chapter XVIII.

^{d/} This section is based on published reports and on the information transmitted to the Secretary-General on 30 June 1969 by the United States of America under Article 73 c of the Charter for the year ending 30 June 1969.

(b) Constitution

6. The Territory's Constitution was revised and ratified by the voters in 1966. It was approved by the United States Secretary of the Interior in June 1967 and the major portion of the new constitutional arrangements came into operation in that year. By April 1969, it had been fully implemented.
7. The Territory is administered by a Governor who is appointed by, and exercises his authority under, the direction of the United States Secretary of the Interior. The Governor is assisted by a Secretary and departmental and divisional heads. The Secretary, who is also appointed by the United States Secretary of the Interior, serves as Acting Governor when the Governor is absent from the Territory.
8. The legislature consists of a Senate and a House of Representatives whose memberships were expanded under the new Constitution from fifteen to eighteen and from seventeen to twenty, respectively.
9. The new Constitution enables the legislature to appropriate funds raised from local revenues. It gives the legislature a role in the preparation of the Territory's budget, by requiring the Governor to submit a preliminary budget plan to a special session of the legislature before submitting the final budget to the United States Secretary of the Interior. The Territory's budget was previously prepared by the Governor and the Secretary of the Interior.
10. The new Constitution also reduces the time within which the Governor must act on bills passed by the legislature and permits the legislature to pass a bill over the Governor's veto during the same session in which the bill was passed, instead of, as in the past, at a different session. Further, the Governor no longer has authority to put into effect laws that he submitted to the legislature and designated as urgent but which the legislature failed to pass.
11. In addition, the new Constitution lowers the minimum voting age from twenty to eighteen years of age, reapportions the legislature, increases the maximum length of the annual session from thirty to forty days, removes the present limit of fifteen days for special sessions, and increases the annual pay of legislators, from \$300 to \$600, with an additional \$15 to each legislator for each day of a special session.

(c) Electoral system

12. All residents of five years' standing over the age of eighteen years who have resided for one year in the country in which they intend to vote, are eligible to do so. All qualified voters who are either United States nationals or citizens, and over twenty-five years of age, are eligible to run for and to hold office in the House of Representatives. Elections are held every two years.
13. The first elections held since the adoption of the new Constitution were conducted in November 1968 on the basis of the expanded membership, and the new legislature held its first session in February 1969.

(d) Future status of the Territory

14. In May 1969, the Governor signed a bill setting up a political status commission to examine all possible alternatives for the Territory's political future. In February 1970, it was reported that the Political Status Commission was offering five alternatives for discussion: (a) independence; (b) union with Western Samoa; (c) union with the State of Hawaii; (d) to become an unincorporated Territory such as Guam or the United States Virgin Islands; or (e) commonwealth status similar to that of Puerto Rico, in free association with the United States. The Commission, however, has not made any specific recommendations. It has been conducting a series of meetings in various districts with students of local high schools and with members of the public before reporting back to the Legislature. According to reports, thirty chiefs who were the first to receive the report of the Political Status Commission reacted to it with "mixed feelings".

(e) Local government

15. The Secretary for Samoan Affairs, who is the head of the Department of Local Government, is a Samoan appointed by the Governor. He is responsible for the proper administration of district, county and village affairs. A major function of his office is the handling of land disputes, which have recently increased in number.

16. The Territory is divided into three political districts, each headed by a Samoan district governor appointed by the Governor for four-year terms. Each district governor has an administrative assistant. Before the new constitutional changes were put into effect, there were fourteen counties, each with a country chief nominated by the county council and appointed by the Governor. Within each county the villages have mayors and councils.

(f) Judiciary

17. Judicial power is vested in the High Court and five district courts which function under a United States Chief Justice and associate justice and four Samoan associate judges. There is no jury system and all cases are tried before a combined group of United States and Samoan judges.

(g) Public service

18. At 30 June 1969, the public service included 2,734 local career service employees, 196 contract and 16 federal civil service employees. Together with district governors, local judges, county chiefs, district clerks, village policemen and mayors, local government employees totalled 2,818. Contract employees, usually from the United States, are recruited on two-year contracts to fill highly skilled positions for which no Samoans are available. Most of the contract employees are assigned to the Department of Education.

Economic conditions

(a) General

19. As industry and tourism assume more importance in the economy of the Territory, the limited land area and growing population underscore the need to exploit its natural resources more fully. According to the administering Power, the Department of Agriculture has continued to develop programmes to meet this need. These programmes include the introduction of modern agricultural methods and the development of an off-shore fishing operation which would appeal to the people of the Territory.'

20. According to the 1960 land survey made by the New Zealand Government when it was surveying Western Samoa, only 28 per cent of the area of American Samoa can be used for agriculture. Of the 12,320 acres of arable land, an estimated 40 per cent is not fully utilized. Although agricultural production is needed, development of the land is hindered by the complexity and ambiguity of the land system. The administering Power has stated that a complete, up-to-date survey is vitally needed.

21. The settling of land disputes has been a major function of the Office of Samoan Affairs. During 1968/1969, it settled forty-eight out of forty-nine cases without going to court. In 1967/1968, local legislation created a Division of Lands and Titles in the High Court which, according to the administering Power, would go far in stabilizing land titles, as would a new territorial survey conducted by the United States Coast and Geodetic Survey in 1967/1968.

(b) Agriculture

22. The administering Power reports that the Territory's Department of Agriculture has made a concerted effort to encourage commercial farming. During 1968/1969, it joined with the Office of Samoan Affairs in promoting a mandatory programme through the village pulenu'us, or mayors. As a result, there was a rise in the plantings of giant taro, bananas, tapioca and sugar cane. With the increased crop of taro, the Territory's basic diet food (88 per cent higher in 1967/1968), imports from Western Samoa declined sharply.

23. A loan programme to assist taro producers, instituted in 1967/1968 by the Department of Agriculture through the Bank of American Samoa, was expanded in 1968/1969 to include banana farmers as well. Loans totalling \$13,314 were made to twenty-three new farmers and four established farmers. By the end of the year, a total of 53 loans had been approved, of which 53 were made to farmers. The number of commercial farmers increased from eight in March 1968 to 67 in June 1969. Of this number, 53 farmers were cultivating about 13 acres of bananas; 6 had 24 acres of vegetable crops; and 3 had 5 acres of pineapple.

24. The Department of Agriculture controls the imports and sale of all taro. Most of the 65,650 pounds of taro it sold in 1968/1969 was harvested before maturity so that the tops could be sold to farmers for seedlings. The Department also started two nurseries to provide disease-free banana and coconut seedlings to commercial and subsistence farmers.

25. American Samoa farmers sold 1,227,243 pounds of all types of produce in 1968/1969, an increase of 57 per cent over the 799,995 pounds sold in 1967/1968. This increase in volume caused a reduction in prices.

(c) Fisheries

26. The Fisheries Division of the Department of Agriculture continued a research programme with three-to-one matching funds from the United States Bureau of Commercial Fisheries. The programme was extended because no conclusion had been reached on the feasibility of a commercial fishing industry.

27. Although the canning of tuna fish and the manufacture of its by-products dominated the economy of the Territory in the years 1966 to 1968, a sharp decline in the fishing operations of Asian fleets caused a decrease in fish exports in 1968/1969, and a consequent decline in the total value of exports. However, *c* *a* *p* *r* *a*, the Territory's only significant export besides fish, brought American Samoa farmers a total of \$55,406 during that year from 358 tons exported to the United States.

(d) Tourism

28. The administering Power reports that tourism continues to offer American Samoa its best opportunity for economic growth. The number of visitors who remained in the Territory for more than twenty-four hours rose from 10,825 in 1967/1968 to 12,639 in 1968/1969.

(e) Public finance

29. The territorial Government is financed from local revenues, supplemented by grants-in-aid from the United States Congress. Direct appropriations are provided for the office of the Governor, the legislature, the Chief Justice and the High Court. Congressional grants and direct appropriations for 1968/1969 totalled \$6.6 million, compared with \$7.3 million in 1967/1968 and \$9.1 million for 1966/1967. Local reserves totalled \$4.6 million during the period under review, compared with \$4.4 million in 1967/1968 and \$4.0 million in 1966/1967.

30. The value of exports declined from \$30 million in 1967/1968 to \$24.1 million during the period under review. Imports increased slightly, from \$12.1 million to \$12.2 million.

31. The United States Secretary of the Interior has approved a plan by which the Bank of Hawaii will assume all commercial operations in the Territory, while the Bank of American Samoa will function only as a development bank. The Government has initiated negotiations with the Bank of Hawaii for the sale of most of the assets and liabilities of the Bank of American Samoa.

(f) Public works

32. The Construction Division of the Department of Public Works handled projects valued at \$2,182,539, the largest being the construction of an additional marine railway which cost \$450,929. Other major construction projects completed during the year included the Eastern District High School and a new transit warehouse.

Social conditions

(a) Labour

33. The Government of the Territory remains the largest employer (see also para. 13 above). The tuna-fish canneries and manufacturing plant are the Territory's largest industry. Star-Kist Samoan, Incorporated, employed approximately 500 Samoans with a monthly payroll of about \$50,000 during the period under review. It served ninety-two fishing vessels manned by about 1,840 Asian fishermen. Another 500 Samoans were employed by the Van Camp Company, with a monthly payroll of \$35,000. This company serviced fifty-two fishing vessels manned by about 1,000 Asian fishermen. Samoans employed by the tourist industry numbered 300 during the period under review, compared with 250 in the previous year.

34. A bi-annual survey of wage rates was conducted during 1968/1969 by a commission appointed by the United States Secretary of Labour. The minimum hourly wage was raised by an average of five cents in industries covered by the Federal Fair Labour Standards Act which, along with the Wage and Hour Law of the Code of American Samoa, regulate wages in the Territory.

(b) Public health

35. The Department of Medical Services became fully operative in its new headquarters at the Lyndon B. Johnson Tropical Medical Center which opened in June 1968. This new hospital has 200 beds. When the Hospital of American Samoa was the headquarters of the department, the administering Power reported that it was readily available to about 75 per cent of the 26,000 persons of permanent or temporary residence in the Territory. The remaining 25 per cent of the population live in remote islands where transportation is irregular; however, medical advice is immediately available to those areas through direct radio contact with the hospital in Ntulei, on the main island of Tutuila.

36. Auxiliary hospital care is provided by a twenty-one-bed hospital for leprosy patients at Tafuna and by four dispensaries. It is planned to move these leprosy patients to the main hospital where other such patients are treated on an out-patient basis. Samoan medical practitioners and public health nurses staff the dispensaries.

37. The Community Health Planning Corporation of San Francisco has been requested to make a thorough study of the health situation in the islands in order to identify major health problems and, to provide data for the organization and administration of the services.

Educational conditions

38. The use of television as a basic teaching tool is in its fifth year in the Territory, and according to the administering Power, has helped to improve the educational system and to upgrade the American Samoans employed in the Department of Education. In March 1970, however, the Territory's new Governor, Mr. John M. Haydon, reportedly declared that television as a means of education

in American Samoa had been an "absolute failure". He said that American Samoans high school graduates were now two or three years behind graduates in the United States. The system produced children who failed 70 per cent of the time when they transfer to other schools. Governor Haydon also blamed the Territory's educational system for the fact that some 5,000 Samoans in Honolulu and nearly as many in California were on relief.

39. In April 1970, Mr. Haydon announced plans for improving education in the Territory. According to reports, the new programme, which would begin in September 1970, calls for more emphasis on the teaching of English and on vocational training. As for the use of television in education, the Territory's Director of Education reportedly said that it would continue to be an important tool, while more emphasis would be placed on the role of the classroom teacher both in planning and teaching.

40. In 1967/1968, there were twenty-seven public and five private elementary schools, one private and four public high schools and one public teacher-training school. Student enrolment totalled 7,283 in public schools and 1,620 in private schools, compared with 7,273 and 1,527 in 1966/1967. The corresponding figures for 1968/1969 are not available. In 1967/1968, there were 292 teachers in public elementary schools, thirty-two in private elementary schools, eighty-one in public high schools and eight in private high schools.

41. The administering Power reports that special emphasis has been placed on the Early Childhood Education Program which was introduced in 1968/1969, and a major expansion of this programme is planned to include more than 2,500 small children attending village schools.

42. Under the Government's scholarship programme, 135 Samoans were sent to United States colleges in 1968/1969. A major shift of emphasis from the four-year college to two-year vocational training programmes was being made in an attempt to supply the Territory with skilled workers.

43. Under the educational programme all local teachers must be certified by 1971. During 1968/1969, over 400 local teachers attended training classes in the afternoon, on Saturdays and on a full-time basis in the summer in order to meet the necessary qualifications. In addition, an instructor from the University of Hawaii came to the Territory to give graduate courses in educational administration and communication to about thirty teachers. Under a new pilot programme, three assistant principals were sent to the University of Hawaii for further training.

B. GUAM^{e/}

General

44. Guam, the southernmost of the Mariana Islands, lies in the western Pacific about 1,500 miles (2,400 kilometres) south-east of Manila, in the Philippines.

^{e/} The information contained in this section has been derived from published reports and from information transmitted to the Secretary-General on 1 April 1970, by the United States under Article 73 e of the Charter for the year ending 30 June 1969.

It is a volcanic island thirty miles (forty-eighty kilometres) long and ranges from four miles at its narrowest point to eight and a half miles at its broadest, with a land area of 209 square miles (541 square kilometres). The capital of Guam is Agaña. According to the report of the administering Power, there are over 100,000 residents, including the military and aliens, living in Guam. The population, at 31 December 1968, excluding transients residing in the military reservation, was 61,283, comprised as follows:

Guamanians	48,202
"Statesiders" (persons from the United States)	5,212
Filipinos	5,168
Others	<u>2,701</u>
	61,283

45. According to the United States Census Bureau, 17,000 military servicemen were stationed in Guam in 1968.

Political and constitutional developments

(a) Constitution

46. The Territory is administered under the Organic Act of Guam, 1950, as amended. Guam's relationship with the United States Government comes under the general supervision of the United States Department of the Interior.

47. The Territory is administered by a Governor, appointed by the President of the United States, to hold office for four years. The Legislature is unicameral and consists of twenty-one representatives elected by universal adult suffrage biennially. In addition, the Territory has nineteen district commissioners elected every four years. Their primary function is to work with various government agencies and departments to promote the general welfare of the people. These activities are co-ordinated by a Chief Commissioner appointed by the Governor with the advice and consent of the Legislature.

48. An elected official, Mr. Antonio Won Pat, represents the Territory in Washington, D.C. He is not, however, an official member of the United States Congress, but represents Guam in congressional hearings on matters pertaining to the Territory.

49. The enactment of the Guam Elective Governor Act in late 1968 gives the right to the local electorate, for the first time since the establishment of civil government nineteen years ago, to choose by popular ballot their Governor and Lieutenant Governor. The present Governor, Dr. Carlos Camacho, who was inaugurated on 1 July 1969, will therefore be the last appointed Governor. In November 1970, Guam will hold its first gubernatorial election. It has been reported that there are already four separate campaigns (within two political parties) for the election of Governor and Lieutenant Governor. The Elective Governor Act limits any one Governor from serving more than two consecutive four-year terms.

50. The Guam Legislature reportedly wishes to hold a primary election before the general election in November 1970 and has adopted a bill to this end which the Governor has forwarded to the President of the United States for approval.

51. Among other things, the Elective Governor Act calls for the appointment of a United States Comptroller responsible for auditing the accounts of the Guam Government. Mr. Floyd W. Fagg, a long-time career federal employee, is reported to have taken that office on 1 August 1969. He is also responsible for ensuring that federal revenues paid into the Treasury of the Government of Guam are properly accounted for and audited.

52. The first Constitutional Convention of the Territory was created by the Ninth Guam Legislature in August 1968 (see A/7623/Add.6 (Part I), p. 49). Comprising forty-three delegates from various districts elected during a special election on 28 April 1969, the Convention was created to review and recommend necessary revisions or changes in the Organic Act of Guam. Three propositions which would significantly change portions of the Organic Act were reportedly introduced in February 1970 for a first reading at the first Constitutional Convention. One proposition would have the Federal Comptroller paid from the Federal Treasury rather than from funds from the Territory's Treasury. At present, the \$400,000, which is the cost of operating this office annually, is paid from monies which are returned to the Guam Treasury as income tax rebates. The proposition would require that payment be made from federal funds outside those ordinarily refunded to Guam.

53. Another proposition would delete the sentence in the Organic Act whereby the United States Congress reserves the power and authority to annul any law passed by the Guam Legislature.

54. The third proposition would delete the entire provision which prohibits transactions involving marijuana. It is considered that such a provision is too specific to be included in the Organic Act and is strictly a legislative matter.

55. The Convention was to submit a report of its findings and recommendations to the Legislature in 1970.

(b) Future status of the Territory

56. One of the Convention's first acts after it began meeting on 1 June 1969 was to appoint sixteen standing committees, including a committee on the future political status of the Territory.

57. The Political Status Committee agreed on seven possible courses of action for Guam: (a) independence; (b) incorporated status as a United States Territory; (c) Commonwealth status similar to that of Puerto Rico; (d) association with another country; (e) statehood; (f) retention of the status quo (as an unincorporated Territory); and (g) annexation to the State of Hawaii.

58. In an address to the Constitutional Convention in January 1970, the Governor of Guam, Dr. Camacho, spoke on the subject of Guam's future status. He dismissed the consideration of independence or of affiliating with another nation as "politically and economically unpractical and socially unacceptable"

and as incompatible with Guam's strong and permanent attachment to the United States. He said, however, that the other alternatives deserved study and consideration.

59. Subsequently, the Political Status Committee decided to recommend that Guam remain an unincorporated Territory of the United States but that additional privileges and rights be requested which would give it a status nearly comparable to that of the Commonwealth of Puerto Rico.

60. Concerning additional privileges and rights, it was reported in July 1969 that Congressman Matsunaga, who represents Hawaii in the United States Congress, had presented an amendment to a measure before the House Rules Committee to eliminate the Electoral College and provide for the election of the President and Vice-President of the United States by popular vote. Mr. Matsunaga's amendment would have enabled the three United States Territories (Guam, the United States Virgin Islands and American Samoa) to join with the people of the fifty States, the District of Columbia and Puerto Rico in voting for the President and Vice-President. In October 1969, it was reported that the House Judiciary Committee also planned to consider the issue of voting rights for United States Territories, including Guam. Further, the Governor of Guam in his state of the Territory address in 1970, reportedly demanded that Guam citizens be given the right to vote in presidential elections and have representation in the United States Congress.

61. In a statement to the First Constitutional Convention made in March 1970, former Governor Joseph Flores of Guam suggested that a more advanced political status for Guam and reintegration of the northern Mariana Islands (part of the Trust Territory of the Pacific Islands) were inseparably interwoven. He said that by itself, "Guam will find it extremely difficult, if not impossible, to achieve statehood or some other highly advanced and sophisticated political status... Reintegration would, in all probability, greatly accelerate the development process."

62. A plan to reintegrate Guam and the Mariana Islands, which had been a political unit for hundreds of years until the Spanish-American War in 1898, was defeated by 5,720 votes to 2,603 in an unofficial plebiscite held on Guam on 4 November 1969. Fewer than one-third of the 20,000 registered voters went to the polls. The vote was a test of opinion and was not binding.

Mr. Kurt S. Moylan, Acting Governor in the absence of Dr. Camacho, stated to the press following the vote that the question might not have been clearly understood by the people and that there might have been ramifications as to the effect of reintegration, a subject which the people considered had not been thoroughly discussed. Eighteen public hearings had been scheduled prior to the vote. In a similar plebiscite in the Mariana Islands it was reported that a majority of the voters had expressed a desire to join the Territory of Guam.

(c) Political parties

63. There are three political parties in the Territory. One is affiliated with the national Democratic Party and another with the national Republican Party in the United States. The third organization is the Territorial Party of Guam.

(d) Judicial

64. The District Court of Guam has the same jurisdiction as that of a United States court and jurisdiction in local civil cases involving sums exceeding \$2,000 and felonies punishable under the laws of Guam. It has exclusive jurisdiction as a tax court for income tax and business privilege tax cases when the amount assessed has been paid.

65. The Island Court has jurisdiction in all criminal cases not involving felonies, certain civil matters, marital relations, probate, land registration and special proceedings. The court also has a division known as the Juvenile Court which has exclusive jurisdiction in all proceedings involving any minor under the age of eighteen years. There is also a procedure for small claims not exceeding \$100.

66. A Police Court has jurisdiction in all offences under the Motor Vehicles Code and in simple misdemeanours.

67. The Code of Civil Procedure of Guam provides that the administration of the judiciary branch of the Government of Guam be placed in the Judicial Council of Guam whose membership consists of the Judge of the District Court as chairman, the Chief Judge and other judges of the Island Court, the Attorney-General of Guam, the Chairman of the Judiciary Committee of the Guam Legislature and the President of the Guam Bar Association.

(e) Public service

68. In the present governmental structure of the Territory, which will be in operation until the elective Governor takes office, the Governor appointed by the President of the United States is the Chief Executive and Administrator of the affairs of the Government of Guam. He is assisted by the Secretary of Guam who is also appointed by the President for a four-year term. The Secretary's position is similar to that of Secretary of State or Lieutenant Governor. In the absence of the Governor, the Secretary has powers of acting Governor. Until 1969, ten departments operated under control of the Governor who appointed a director for each with the advice and consent of the Guam Legislature. Several administrative agencies assisted the Governor and the department heads.

69. Among the reorganization legislation adopted by the Ninth Guam Legislature in 1968 was the creation of the Guam Civil Service Commission. The Commission comprises seven members appointed by the Governor and confirmed by the Legislature. The Executive Director is chosen by the seven members from among their number. At the request of the Administration, the Tenth Guam Legislature in 1969 approved several measures aimed at reorganizing the executive branch. As a result, four new departments were created and two existing departments were reorganized.

70. In the period under review, the shortage of manpower remained a chronic problem, particularly in the skilled and semi-skilled categories. A total of 9,355 job openings were received by the Guam Employment Service from both public and private sources. There were 1,736 applications for positions with the Government of Guam. Labour clearances were issued to the Immigration and Naturalization Services for 1,606 civil service vacancies.

71. It was reported in late 1969 that the Guam Civil Service Commission would soon set up classification standards for posts in government services. In this connexion, assistance was sought from the Department of Personnel Services of the State of Hawaii. The function of the Commission is: (a) to define the various classes of posts that exist in the classification service in terms of duties, responsibilities and qualification requirements; (b) to establish official class titles; and (c) to determine the salary range in which each class has been placed.

Economic conditions

(a) General

72. Guam has a vigorous and growing business community as well as a rapidly growing tourism industry, but its economy is mainly "military oriented". Agriculture is the other principal element in the economy of the Territory. Guam is a free port, and with few exceptions, products entering the Territory are duty free. Following the destructive typhoon "Karen" of 1963, the United States Congress adopted the Guam Rehabilitation Act to rehabilitate projects essential to the Territory and to provide it with maximum benefit from federal legislation. In 1966, the Guam Economic Development Authority (GEDA) was established to diversify the economy of the Territory. It was reported by the Chairman of GEDA, Mr. Jesus S.L. Guerrero, that economic activity for the twelve-month period from October 1968 to September 1969 rose to new records in fields not related to the military or to disaster conditions. Gross receipts rose 37 per cent to an annual rate of \$230 million, compared with \$163 million a year earlier. Construction also rose over 40 per cent. Mr. Guerrero attributed this record result to strong performance in a broad range of activities and stated that it reflected an "increased world-wide investment optimism in the economic future of Guam."

(b) Public finance

73. General revenue and expenditure in 1968/1969 totalled \$40,333,982 and \$43,343,135, respectively, compared with \$36,503,141 and \$38,983,567 for 1967/1968. The Governor has reportedly presented a budget calling for the expenditure of \$49.2 million for 1969/1970. Estimated revenues for the same fiscal year are \$45.0 million. It was further reported that the Governor, in his state of the Territory address to the Guam Legislature, had stated that he would submit an operational budget calling for an appropriation of \$47.2 million, out of an estimated revenue for 1971/1972 of \$52.7 million.

74. In 1968/1969, the Department of Commerce reported that imports by surface craft into Guam totalled \$55.5 million, coming from the following countries:

<u>Country</u>	<u>Percentage</u>
United States	60
Japan	21
Hong Kong	5
Australia	4
Philippines	3
Others, including:	
New Zealand	}
Taiwan	
Federal Republic of Germany	
	7
	<u>100</u>

Imports included heavy equipment machinery, transport equipment, manufactured goods, food products, furniture, electrical appliances, plumbing supplies, clothing and scientific equipment. In addition imports valued at \$5 million arrived by aircraft during the same period. Exports by surface craft, on the other hand, amounted to only \$1 million. The chief product exported from Guam was scrap metal, most of which went to Japan.

75. The Department of Commerce has reportedly encouraged export-oriented activities to initiate a move towards a more balanced trade. In this connexion, the report of the administering Power states that imports during 1968/1969 totalled 23,923 tons or 40,072 tons less than in the previous year. Exports totalled 75,105 tons, an increase of 3,603 tons over the 1967/1968 total. Transshipments of cargo totalled 20,203 tons, a decrease of 5,368 tons compared with the previous year's total.

76. The report of the administering Power states that in the basic fiscal year 1968/1969, the United States Congress raised the level of funds which could be authorized under the Guam Rehabilitation Act from \$45 million to \$75 million. Of the original authorization, \$43,061,000 has already been appropriated. Thus far, thirty-six projects have been completed under the act since 1963. Four capital improvement projects, as well as the part of the new \$11 million Commercial Port of Guam designed for container operation, were completed during the year under review. Thirteen other projects were also in various stages of construction. A total of \$10,078,577 was withdrawn from the United States Treasury in 1969 for reconstruction expenditures, bringing to \$35,553,777 f/ the funds which had been withdrawn under the act as at 30 June 1969. Of this sum, \$21,033,077 represented loans which had to be repaid. Repayment of these loans began 1 July 1963 and two payments totalling \$986,913 were made during 1968/1969.

f/ Unofficial reports put this figure at \$38.5 million at January 1970.

77. The administering Power's report also states that during the year under review, the Guam Economic Development Authority (GEDA) received eleven applications for qualifying certificates: six were approved and issued, two were denied or withdrawn and three were pending. This brought to seventeen the total number of certificates approved and issued since the GEDA was established. Of these, twelve qualified firms were in operation or under construction: four watch assembly plants, four tourist hotel facilities, one watch band plant, a commercial feed mill, a lumber treating plant and an oil refining company. The GEDA has also obtained a financial grant from the United States Economic Development Administration on a 50 per cent basis for site development of the Tamuning Commercial-Industrial Park. Plans have also been made to develop an industrial park near the new Commercial Port at Cabras Island, but the property has not yet been transferred from the Government of Guam, its present owner.

78. The Guam Power Authority, created in 1968 by an act of the Guam Legislature, began operation on 15 March 1969 when it took over the assets and facilities of the electricity system for the private sector of the Territory, formerly operated by the Public Utility Agency of the Government of Guam (PUAG). Under this act and its companion, the Guam Power Authority Revenue Bond Act, the Authority is to set up and provide funds for an island-wide power system that generates its own power, and as soon as practicable, is to acquire, by purchase or lease, electrical utility properties owned by the United States Navy and jointly used to supply electric power for civilian consumers, federal agencies and military installations.

79. A resolution signed by the Governor in June 1969 authorized the Authority to issue bonds in the aggregate principals amount of \$11 million, of which \$1,425,000 were to be in series A bonds. Revenue from these bonds was used to purchase and install diesel-generating equipment with 11,000 kw capacity. The plant, located in a section of the new Tamuning Commercial Industrial Park, was reportedly opened in April 1970. The remaining funds from the bond financing programme were to be used for expansion and improvement of the Territory's power system. The Guam Power Authority also has completed plans to build a steam-generating plant with 33,000 kw capacity at an estimated cost of \$9,575,000. The Authority's gross revenue in 1968/1969 amounted to \$4,539,919.

(c) Agriculture

80. The Department of Agriculture of the Government of Guam is responsible for the promotion of farming, conservation, and plant and animal quarantine control. It has five divisions: plant industry, animal industry, fish and wildlife, veterinary service and co-operative extension service.

81. Bananas, papayas, eggplant, green onions, sweet potatoes, chinese cabbage, beans and bell peppers grow on Guam, but it is reported that many vegetable producers, through their co-operatives, contract to supply the United States Naval Base directly rather than risk fluctuating prices on the open market. The Extension Service of the Department of Agriculture hopes to popularize the use of planting schedules, so as to prolong the growing season and provide a variety of fruits and vegetables throughout the year, rather than glut the market for a few months with one or two items.

82. The administering Power reports that in the year under review production of fruits and vegetables reached 2,230,493 pounds (valued at \$404,919), which

represents an increase of 452,621 pounds (valued at \$95,249), or 24.1 per cent over the previous year's production. For the same period, egg production reached 1.3 million dozen, an increase of 23.6 per cent over the 1968 production. There were an estimated 85,000 laying hens during 1968/1969, an increase of 15 per cent over the previous year.

83. The number of full-time commercial and non-commercial farmers has declined. In the two previous years, there were approximately 250 full-time farmers while in the year under review the combined number dropped to 192. Part-time farmers numbered 428, a decrease of 197 compared with the previous year's total of 625.

84. The Guam Farmers Co-operative Association reported an increase in business volume, averaging \$32,132 a month during the calendar year 1968. This was \$2,132 a month more than in the previous year. The increase was largely attributed to increased sales to the military on a contract basis.

85. The administering Power reports that the Department of Land Management, under a law passed by the Guam Legislature, has transferred 265 hectares of land highly suitable for agricultural purposes to the Department of Agriculture. The area has been apportioned into lots of 3.72 hectares each and leased to seventy-one applicants. According to an unofficial report, the farmer is not free under the agreement to sell or sublet the land. He must also submit an annual report to the Department of Agriculture giving details of improvements on an income derived from the leased land. The lease is subject to cancellation if the farmer fails to utilize the agricultural potential of the land.

86. The Agriculture Department has been attempting to obtain action by the United States Congress to qualify Guam for participation in the Farmers' Home Administration Program which provides mortgages to qualified farmers at low interest rates. The Governor of Guam has also sought through Congress to obtain land grant status for the University of Guam.

87. In a late 1969 session of the House and Senate Sub-Committees on Interior and Insular Affairs, Governor Camacho reportedly informed members of Congress that, based on estimates, the Territory was capable of "producing over 85 per cent of the food needed by both the civilian and military population"; however, there was an urgent need for "know-how" and for trained personnel in agriculture. In this connexion, he sought legislation that would make the University of Guam eligible to receive a variety of financial assistance, as well as grants, to carry out co-operative agricultural extension work on Guam. Before the Second World War, Guam had had a self-sustaining economy, but following hostilities there in 1944, the island had never fully recovered and at present produced less than 15 per cent of its food needs.

88. The Melon Fly Eradication Project went into full operation in March 1969 with the initial release of eighteen million sterile flies. Project personnel later were able to increase releases from about eighteen to nearly eighty million sterile flies per month. Observation has indicated favourable results and it was anticipated that by the end of 1969, Guam should be free from the melon fly pest.

(d) Fisheries

89. In February 1970, a "skipjack" Tuna Conference was held in Honolulu and attended by the Governors of the State of Hawaii and the Territories of Guam and

American Samoa, as well as the High Commissioner of the Trust Territory of the Pacific Islands. Federal officials, leaders from private industry and local government officials also attended the Conference. The aim of the Conference is to inquire into the potential of the skipjack tuna as a resource for these four groups of Pacific islands. The immediate goal is to develop modern methods of gathering the tuna. At the conclusion of the meetings, a joint Resource Development Commission was formed. The commission was reportedly set up by conference officials as a flexible body to receive funds and manage programmes. A bill has been introduced in the United States Congress by the Senators from Hawaii to seek \$3 million for the programme in the central and western Pacific. Although chances of the bill's adoption appeared dim in view of huge demands on the tight federal budget, Governors Camacho and Haydon and the High Commissioner have pledged contributions within the territorial budgets to demonstrate that they are seriously considering the programme.

(e) Tourism

90. The Guam Tourist Commission under the United States Department of Commerce has increased its advertising and tourist promotion campaign in an effort to encourage tourism. The rapid growth of this industry is viewed as a major step in the development of the economy. According to the commission 18,000 visitors came to the island in 1968/1969. This figure includes passengers making brief stops from aboard cruise ships. Of these, it is reported that 90 per cent were Japanese. A recent survey by the Japanese newspaper Mainichi found that Guam was the fifth most favoured spot abroad for Japanese pleasure travellers. Of the Japanese visiting the Territory, 76 per cent had made the trip for pleasure and 12 per cent for business purposes. Visitors to Guam contributed about \$3 million to the Territory's slender economy in 1968/1969, and the total for 1969/1970 was expected to reach \$7 million.

91. During the period under review, four major hotels were under construction: two were scheduled to open in 1969, a third in 1970 and another in 1971. On completion of these hotels, there would be approximately 1,000 additional rooms available for visitors. It was reported at the end of 1969 that the Economic Research Centre on Guam had forecast the need for 1,500 rooms by 1974 to accommodate the projected tourist influx. Since that time it has been reported that an agreement has been reached to build two more hotels, one of these a first-class resort hotel expected to cost \$6 million and to provide 200 additional rooms.

(f) Transport and communications

92. The administering Power reports that air passenger service for Guam received further encouragement from a decision by the United States Civil Aeronautics Board in the Pacific Routes Case. The decision authorized a third major domestic airline to operate through Guam with daily flights east and west connecting Guam with Honolulu, Saipan, Okinawa, Taipei and Hong Kong. The Guam-Tokyo flight, begun in 1967, has grown in popularity and the number of flights has been increased from four to seven per week to meet the demands of Japanese tourists. International flights averaged thirty-six per week, compared with twenty-six the preceding year, and scheduled flights to and from the neighbouring Trust Territory of the Pacific Islands were increased from twenty-three to thirty per week. It is also reported that a hearing has been scheduled by the Civil Aeronautics Board on the petition of Japan Air Lines (JAL) to serve Guam and Saipan from 1 January 1971.

93. Eleven shipping lines service Guam. Almost 600 vessels called at Apra Harbor in 1968. Two foreign carriers have expressed interest in serving Guam.

94. The administering Power reports that the Territory is adequately served by a highway system comprising 191 miles of road. The Highway Division, which is responsible for the construction and maintenance of all public roads and village streets, is part of the Department of Public Works.

95. Construction was reported completed on the new Commercial Port on Cabras Island on 1 January 1970. The port, constructed at a cost of \$11 million from funds obtained from the Guam Rehabilitation Act was built on property obtained from the United States Navy. The new site of thirty-seven acres is owned by the Government of Guam which has leased the old port to the Navy. The new port provides more than one half mile of wharf space, large concrete warehouses, open storage areas and facilities for container cargo operations. It also provides an industrial park for the development of commercial industries.

96. Guam is the communications hub of the Western Pacific. Radio Corporation of America (RCA), Global Communications, Inc. and the Australian Cable Communications System have up-to-date facilities, including undersea telephone and telegraphic cables linking commercial centres around the world.

Social conditions

(a) Labour

97. In 1968, the Ninth Guam Legislature established a new Department of Labor which assumed certain functions performed by the former Department of Labor and Personnel, as well as the role of mediator in labour-management disputes when so required by the Governor. All functions not specifically assumed by the new Department of Labor were taken over by an equally new Department of Administration. This department is a centralized agency for the transaction of the internal business of the Government of Guam. In the same year, the Guam Legislature enacted the Public Employee-Management Relations Act to provide guidelines for promoting orderly and constructive relationships between the Government of Guam and its employees.

98. Recruitment for private industries and the federal government agencies is handled separately by the Guam Employment Service of the United States Department of Labor. The administering Power reports that the shortage of manpower remains a chronic problem, particularly in the skilled and semi-skilled categories. The problem is reportedly due not only to the labour needs of the island's military establishments but also to the construction boom under way in the private sector of the economy. It is estimated that about 5,000 additional workers are urgently needed. Approximately one half of these are needed in service industries: hotels, restaurants, retail shops, etc. A bill (H.R. 445) to alleviate the acute labour shortage has been introduced in the United States Congress where it is under consideration by the House of Representatives' Judiciary Sub-Committee on Immigration. This bill would allow the recruitment of temporary alien contract workers for the service industries. At present, temporary alien labourers may be recruited to work on civilian construction projects.

99. Opinion on this matter is divided. One view holds that the best way to cope with Guam's chronic shortage of labour is to expand and accelerate apprenticeship

programmes; facilitate the granting of educational loans and scholarships; increase the number of in-service training grants; expand trade and technical school facilities and programmes; and initiate additional training programmes at the University of Guam. Another solution offered is a combination of the two approaches in an accelerated programme.

100. Action on the bill (H.R. 445) was deferred at the end of 1969. During the hearings, representatives of the United States Department of Labor were reported to have taken a general stand against it, based on possibilities of relaxing controls on alien workers. The Guam Representative in Washington, D.C., has appealed to congressional leaders and United States Department of Labor officials to consider the Territory's unique labour problems as such.

101. The administering Power indicates that during the period under review a total of 9,335 job openings were reported by the Guam Employment Service from the Government of Guam, military establishments and from the private sector. Of these, 8,709 were filed for the recruitment of foreign nationals and for the extension of employment of alien contract workers. The majority of job vacancies were in the construction category - a total of 4,656. Service activities were next in demand with requests for 1,682 workers. There were 983 job openings in the professional, technical and management fields.

102. Applications for jobs during the year under review totalled 1,516 or 199 less than in the previous year. These figures, however, do not include 1,736 applications for government posts. The number of posts filled by applicants was 687, or 172 less than in the previous year. In the same period, 960 youths sought employment through registration with the Guam Employment Service.

103. At 30 June 1968, the Territory had a labour force of 21,316, 57 per cent of whom were employed either by the Federal Government or by the Government of Guam. Twenty per cent of the force were Philippine nationals utilized primarily in construction projects. Later statistics on the labour force are not available.

(b) Housing

104. The administering Power reports that in the year ending 30 June 1969, building activities increased 20 per cent over the previous year. A total of 1,900 building and miscellaneous permits was issued by the Department of Public Works for an estimated value on residential and commercial construction of \$5.5 million. Of the permits issued, 1,530 were for new residential dwellings. Despite the increase in building, there is an acute housing shortage in the Territory. With the continuing annual population increase, it is estimated that approximately 4,000 more homes will be needed, including at least 1,400 to accommodate families of military personnel posted to Guam.

105. As previously reported, the Guam Housing and Urban Renewal Authority began construction of a 250-unit housing project to accommodate low-income families at an estimated cost of \$5.1 million in federal funds. The low-rent project consists of six sites, all located within a mile of the capital city of Agaña. The completion of the entire project is expected by June 1970. The 250 units will primarily be made available on first priority to low-income families who are to be displaced as a result of urban renewal action in Sinajana. The Sinajana project consists of almost 215 acres and includes 679 residential and other buildings. Of these, 426 are to be cleared, 229 designated for rehabilitation and 24 are to be retained as they are. The Yona urban renewal project covers

approximately 87 acres. It includes 237 buildings, of which 156 are to be cleared, 73 designated for rehabilitation and eight are to remain as they are. Both projects are financed on a 75/25 per cent matching basis. The total estimated gross cost is \$17.3 million.

106. The Guam Housing Corporation approved 72 loan applications for a total value of \$986,315 during the year ending 30 June 1969. This compares with 49 home loans approved in the previous year at an estimated value of \$661,500.

107. To help alleviate the housing shortage, the Guam Rental Corporation has under construction 115 units financed by the federal Government and designed to be rented to low and moderate income families. The units were to be completed by November 1969.

108. In March 1970, it was reported that the Governor of Guam had obtained \$2 million from the Government National Mortgage Association to prevent a crisis in the home construction industry on Guam. This amount would be sufficient to allow the construction of from 125 to 150 homes. Governor Camacho said that efforts were also being made to secure home-financing funds through various programmes of the United States Department of Housing and Urban Development, and the Department of Agriculture as well as the privately owned Federal National Mortgage Association (FNMA). Later in the same month the United States Navy announced plans to spend \$9.5 million for family housing units on Guam.

(c) Public health

109. The Department of Public Health and Social Services which was established in 1964 is divided into two divisions, one for public health, the other for social services. The administering Power reports that the period under review witnessed steadily increasing demands on hospital services and a broadening of social service functions to cope with all types of human problems hazardous to health.

110. The Guam Memorial Hospital is accredited by the Joint Commission on Accreditation of Hospitals and is a member of the American Hospital Association. In 1969, "F" wing of the hospital was under modernization and reconstruction to provide forty-eight beds for tuberculosis patients. The new facility increased the number of hospital beds from 237 to 285. The former tuberculosis wards are to provide room for a much needed extended care facility. Further construction at the hospital took place on the "C" wing to provide for a public health diagnostic and water quality analysis laboratory at a cost of \$220,683.

111. In the year ending 30 June 1969, the Guam Memorial Hospital, which is financed separately from the Department of Public Health, spent \$4.2 million. Patient services rendered amounted to \$2,439,408, an increase of \$272,080 over the previous year. Total collection in accounts was \$1,581,222, an increase of \$320,853 over the previous year. Admissions to the hospital, including 1,819 newborn, numbered 7,667, an increase of 338. Out-patient visits totalled 37,246 and 34,363 X-ray examinations were performed, compared with 21,430 last year.

112. A study was concluded by J.H. Feller and Associates of California on the physical facilities of the hospital. The consulting team subsequently recommended that the Government of Guam establish an island-wide health care centre composed

of all facilities, both public and private, that would provide all necessary and desirable care and treatment for its people on a common site surrounding a core of shared services.

113. It was reported that a formal presentation was made to the Tenth Guam Legislature with suggestions for legislation which included the adoption of the health care centre concept, a study of its financing, the formation of a health care centre planning commission with provisions for financing itself and the financing of a study to determine the feasibility of a prepaid health care plan for Guam.

114. In March 1970 it was reported that Governor Camacho had approved a bill authorizing \$130,000 for the Guam Memorial Hospital to conduct feasibility studies. Of the amount, \$55,000 has been earmarked to study the feasibility of a prepaid health care plan and \$75,000 is to be used to find ways and means of obtaining federal financial assistance for the construction and furnishing of the complex.

115. The administering Power reports that the greatest advance made by the Department of Public Health and Social Services during 1968/1969 was in the decentralization of many services to clinics and officers in outlying villages. Among the new services and programmes introduced in these areas were legal aid, intensive prenatal care for expectant mothers, water pollution control, health education by television, services to older citizens, etc.

116. Plans were approved for construction of a typhoon-proof diagnostic and treatment centre at Marajan at a cost of \$551,434.

117. It was reported that a \$824,686 federal health grant was to be shared in the region by Hawaii, American Samoa, Guam and the Trust Territory of the Pacific Islands. Through this programme, Guam would benefit from improved diagnosis and treatment of heart disease, cancer, stroke and related diseases.

118. The Government of Guam spent \$1.5 million on preventive health in the year ending 30 June 1969. In grants-in-aid it received \$610,981 for public health services and \$155,018 for maternal and child health services in the same year.

Educational conditions

119. School attendance is compulsory for all children between the ages of six and sixteen. Under a new law, eligible children will be required to attend kindergarten, beginning in the 1970/1971 school year. In the year 1968/1969, there were two senior high schools, a trade and technical vocational school, a school for handicapped children, and twenty-one elementary schools. During the period under review, the Territory had some 700 classrooms. Almost \$3 million was spent by the Department of Education on the construction of two new elementary schools having a total of sixty-six classrooms. A total of 20,500 elementary and secondary students were enrolled in public schools, compared with 19,088 in the previous academic year. It was reported that there were also approximately 5,000 elementary and high school students enrolled in private schools. Of the 988 students enrolled in the senior year of high school, 769 received high school diplomas, compared with 889 graduates in the previous year. A record number of 1,000 teachers were employed by the Department of Education to staff its schools.

120. Although the construction of new school facilities has finally liberated students from the Second World War quonset huts, the expected enrolment increase of 2,000 students for the year ending 30 June 1970 will continue to cause an acute classroom shortage.

121. By an act of the Guam Legislature, the College of Guam became the University of Guam on 12 August 1968. It has a five-member Board of Regents. The university is organized into three undergraduate colleges - the College of Letters, Arts and Sciences, the College of Education and the College of Continuing Education - and a graduate school, each under the direction of a dean. Enrolment at the University of Guam averaged 2,000 students in the year under review, compared with 1,700 in the previous year. A total of 114 degrees were conferred in May 1969, of which ninety-one were Bachelor of Arts degrees, twenty-one were Masters Degrees and two were Associate-in-Arts degrees.

122. According to the administering Power, 1,650 students enrolled in the adult education programme of the Guam Vocational Training School in September 1969. This compared with the 150 students who enrolled when the programme began in 1960. Adult education has reportedly enjoyed high interest among the public in recent years. Statistics indicate that adult education on Guam has shown an average annual growth rate of about 25 per cent. Six programmes are taught in evening classes at the two senior high schools and at the vocational training school. Any United States citizen, permanent resident or foreign student holding a valid educational visa may enrol in any of these programmes or in any of the individual classes. Classes are also open to high school students with deficiencies, with the permission of their counsellor. All classes are free.

123. The administering Power reports that the operational budget for the Department of Education reached \$15 million for the 1968/1969 school year. The budget for the University increased considerably from \$1,608,177 for 1967/1968 to \$3,392,870 for 1968/1969, of which \$302,570 was supplied through federal grants. The educational budget for 1969/1970 was reported to be \$14.8 million and for 1970/1971 to be \$16.8 million.

124. It has also been reported that the federal Government has granted \$65,450 to help provide part time work for 110 needy University of Guam students. The grant is for the first half of 1970 and the monies come from the United States Office of Education. The federal Government contributes 80 per cent of the student pay-roll and employers the remaining 20 per cent. Employers may be the university or an off-campus agency.

125. Further federal aid to education on Guam has been reported from the office of the Territory's representative in Washington, D.C. In 1970, grants exceeding \$900,000 were allocated to the Territory for carrying out the provisions of the Elementary and Secondary Education Act, as well as for its adult education programme. The latter grant comes from the United States Office of Education.

E. TRUST TERRITORY OF THE PACIFIC ISLANDS*

CONTENTS

	<u>Paragraphs</u>
1. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND BY THE TRUSTEESHIP COUNCIL AT ITS THIRTY-SEVENTH SESSION . . .	1 - 4
2. INFORMATION ON THE TERRITORY	5 - 83
Introduction	5
General	6 - 13
Political and constitutional developments	14 - 32
Economic conditions	33 - 56
Social conditions	57 - 68
Educational conditions	69 - 83

* Previously issued under the symbol A/AC.109/L.642 and Corr.1.

1. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND BY THE
TRUSTEESHIP COUNCIL AT ITS THIRTY-SEVENTH SESSION

1. The Trust Territory of the Pacific Islands has been considered by the Special Committee since 1964. The Special Committee's conclusions and recommendations concerning the Trust Territory are set out in its reports to the General Assembly at its nineteenth and twenty-first, to twenty-third sessions. a/

2. After considering the Trust Territory of the Pacific Islands in 1969, the Special Committee adopted the following conclusions and recommendations:

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

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

"(3) The Special Committee notes that the Future Political Status Commission set up by the Congress of Micronesia presented its report in the period under review. The Special Committee would like to receive information on it at an early date. The Special Committee considers that the Administering Authority should not in any way prejudice the future of the Trust Territory upon which the inhabitants are to express themselves.

"(4) The Special Committee is concerned that there are still no Micronesians in the higher echelons of the central executive and urges the Administering Authority, as a matter of primary importance, to take immediate steps to rectify the situation.

"(5) The Special Committee notes that the economic dependence of the Territory on the Administering Authority has not decreased. It further considers that any measures taken to stimulate outside investment should be in such a manner as to ensure that they do not lead to subsequent dependence on foreign economic interests providing such capital.

a/ Official Records of the General Assembly, Nineteenth Session, Annex No. 8 (part I) (A/5800/Rev.1); chapter XVIII, paras. 57-66; ibid., Twenty-first Session, Annexes, addendum to agenda item 23, document A/6300/Rev.1, chapter XVIII, paras. 65, 66; ibid., Twenty-second Session, Annexes, addendum to agenda item 23 (part III), document A/6700/Rev.1, chapter XIX, para. 33; A/7200/Add.9, chapter XXII, section II.

"(6) The Special Committee requests the Administering Authority to redouble its efforts in the field of education and to create, in particular, at an early date, facilities for higher education.

"(7) The Special Committee reiterates its view that visiting missions to the Trust Territory would enable it to obtain invaluable first-hand experience of conditions in the Trust Territory and acquaintance with the views of the people. This would be particularly appropriate in the light of the disturbing petitions which were received from the Trust Territory earlier in the year. It would assist the Committee in finding the speediest and most suitable way of implementing the Declaration in the Trust Territory, in accordance with the freely expressed wishes of the people. The Special Committee therefore urges the Administering Authority to reconsider its position concerning visiting missions and allow a sub-committee to visit the Trust Territory."

3. The Trusteeship Council, at its thirty-seventh session in May and June 1970, completed its examination of the annual report of the Administering Authority for the period 1 July 1968 to 30 June 1969 (T/1705). The Council also had before it the report of the United Nations Visiting Mission to the Trust Territory in 1970. b/

4. In a letter dated 29 July 1970 (A/AC.109/356), the President of the Trusteeship Council informed the Chairman of the Special Committee that the Council had adopted a report on the Trust Territory of the Pacific Islands for submission to the Security Council. c/ The report contains, in addition to the Trusteeship Council's conclusions and recommendations and the observations of individual members, detailed information on political, economic, social and educational conditions.

b/ Official Records of the Trusteeship Council, Thirty-seventh Session, Supplement No. 2 (T/1713).

c/ Official Records of the Security Council, Twenty-fifth Year, Special Supplement No. 1 (S/9893).

2. INFORMATION ON THE TERRITORY^{d/}

INTRODUCTION

5. This paper is a summary of basic information on the Trust Territory of the Pacific Islands and recent important developments pertaining to it. More detailed information concerning the Trust Territory has been circulated in the working paper prepared by the Secretariat for the thirty-seventh session of the Trusteeship Council ^{e/} and in past reports of the Special Committee to the General Assembly. ^{f/} The recommendations and conclusions adopted by the Trusteeship Council at its thirty-seventh session concerning the Trust Territory appear in document S/5893.

GENERAL

Land and people

6. The Trust Territory of the Pacific Islands covers some 3 million square miles of the western Pacific, north of the Equator. The Territory embraces more than 2,000 islands and atolls, which have a combined area of 700 square miles. These islands and atolls, collectively known as Micronesia, form three major archipelagos - the Marianas, the Carolines and the Marshalls. Guam, the largest island in the Marianas, is not part of the Trust Territory.

7. The population of the Territory totalled 98,009 at June 1969, compared with 94,460 the previous year.

Population movements

8. Bikini Atoll was officially returned by the United States Government to the Trust Territory in March 1970. Full legal title will later be formally transferred to the people of Bikini. Within the next two or three years, public buildings and homes are to be completed, and with the development of subsistence crops, the people of Bikini are expected to be returned permanently to their former home.

9. Another group of displaced Micronesians, the former residents of Eniwetok Atoll, now living on Ujelang, were given \$1.02 million by the United States Government in 1969 to establish a trust fund. In addition, during 1969 the people of Ujelang received \$80,000 worth of building materials and tools for

^{d/} The information presented in this section has been derived from published reports and from information concerning the Trust Territory of the Pacific Islands before the Trusteeship Council at its thirty-seventh session, in particular the report of the Administering Authority for the period 1 July 1968 to 30 June 1969 transmitted under Article 88 of the Charter (T/1705), as well as the report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1970 (see foot-note b above).

^{e/} Official Records of the Security Council, Twenty-fifth year, Special Supplement No. 1 (S/9893).

^{f/} For the most recent, see A/7623/Add.6 (part II), chapter XIX, annex I.

reconstruction of homes and public buildings. The Trust Territory Government is continuing its work for the eventual return of the Micronesians to Eniwetok Atoll.

10. The payments to the displaced persons of the Mid-Corridor Islands of Kwajalein have been increased by \$35,000 per quarter. The first quarterly payment was made available on 1 May 1970. It has also been decided that the entire agreement for the use of the Mid-Corridor Islands would be renegotiated.

War damage claims

11. Two broad categories of claims for compensation for war damage suffered by the inhabitants of the Trust Territory have been considered thus far: claims against the Japanese and the United States Governments mostly for damages sustained by the indigenous inhabitants during the Second World War; and "post-secure" claims against the United States Government.

12. Legislation has been introduced in the United States Congress to create a Micronesian War Claims Commission, working under the Foreign Claims Settlement Commission, which would receive, adjudicate and authorize payment of Micronesian war claims up to the amount of \$10 million resulting from the agreement reached on 18 April 1969 between the Governments of the United States and Japan. The Commission will consist of five members, at least two of whom are to be Micronesians, selected from nominees submitted by the Congress of Micronesia. Committee hearings on this legislation were to have been scheduled in both houses of the United States Congress for late June 1970. As soon as this legislation is enacted, the preliminary work of the Commission will begin and actual appropriations will be sought. The details of the April 1969 agreement were provided in the Special Committee's report on the Trust Territory for the year 1969 (A/7623/Add.6 (part II), chapter XIX, annex I, para. 9).

13. With regard to "post-secure" claims against the United States, claims in the amount of approximately \$24 million were filed with the office of the Attorney-General of the Trust Territory by the deadline of 15 September 1968. Legislation for expediting the payment of "post-secure" claims has been proposed but has not yet been acted upon by either house of the United States Congress. The Administering Authority is still hopeful that once the method of handling the payment of war damage claims is settled it may then proceed expeditiously with the "post-secure" claims.

POLITICAL AND CONSTITUTIONAL DEVELOPMENTS

The Executive

14. Executive and administrative authority of the Government of the Territory and responsibility for carrying out international obligations undertaken by the United States with respect to the Territory are vested in a High Commissioner, appointed by the President of the United States and confirmed by the United States Senate.

Congress of Micronesia

15. Legislative authority resides in the Congress of Micronesia as specified in the Secretary of the Interior's Order No. 2918, which replaced and consolidated Secretarial Order No. 2882 and amendments. It consists of two houses, the Senate

and the House of Representatives. The Senate consists of twelve members, two elected at large from each of the six districts for four-year terms. The House of Representatives consists of twenty-one members who are elected on the basis of universal adult suffrage for two-year terms from single-member election districts, of approximately equal population. The latest general elections took place on 5 November 1968. Each of the two houses has standing committees which are authorized to carry on activities pertinent to legislative matters between sessions of the houses.

16. The Third Congress held its first regular session in January 1969, its second regular session in July-August 1969, and a special session in January 1970. At this special session, the Congress confirmed its desire to retain its present bicameral structure.

17. The Assistant Secretary of the Interior of the United States, in the opening address to the Congress of Micronesia in January 1970, highlighted two major points of emphasis of the present administration: Micronesian involvement in the budget process and decentralization.

18. Concerning the right of the Congress of Micronesia to approve the budget, the Administering Authority holds that because the major part of the funds come from the United States Congress, this body reserves to itself the right to have the final approval of appropriations. The Congress of Micronesia, however, now has the power to adopt a budget which the Executive Branch and the Congress of Micronesia together present to the United States Congress. The Congress of Micronesia has full power to appropriate those funds that are raised as locally generated revenues.

19. In order to encourage additional interest and participation by Micronesians in their own Government, \$200,000 had been appropriated for the fiscal year 1969/1970 for a territory-wide political education programme. This effort is to be further expanded in 1970/1971.

Electoral system

20. Members of the Congress are elected on the basis of universal adult suffrage. The first general election took place in January 1965. Following that election, general elections have been held biennially in each even-numbered year.

21. The Administering Authority reported that about 45,000 persons were eligible to vote in the 1968 Congress of Micronesia elections provided that they had registered and met other requirements prescribed by law. Participation in that election varied among districts. For example, the percentage of eligible electors voting ranged from 70 per cent in the Mariana Islands District to a low of 30 per cent in the Marshalls. To make people aware of their right to vote, the Government disseminated information on registration, voting procedures, dates of elections, etc. through radio broadcasts and meetings with local officials. Political parties as well as some candidates also expended considerable effort encouraging their supporters to register and vote.

Political parties

22. In 1968/1969, organized, registered political parties existed only in the Mariana Islands and Palau districts. Mariana Islands District had two parties: the Popular Party and the Territorial Party. An indication of their strength was that in recent years no candidate for public office had run independently of the parties. In Palau, two parties, the Liberal Party and the Progressive Party, had been active since 1963.

23. According to the Administering Authority, a candidate's reputation, position in the community, and traditional ties continue to be important in obtaining public support. Political campaigning in the commonly understood sense began about nine years ago and has varied from extremely lively campaigns in the Mariana Islands and Palau to more sedate campaigns in other districts. Candidates are given radio broadcast time to describe their programmes.

Judiciary

24. The judicial authority is independent of the executive and legislative powers, and is vested in the High Court and district and community courts.

Local government

25. For administrative purposes the Territory is divided into six districts: Palau, Yap, Truk, Ponape (within the Carolines), the Marshall Islands and the Mariana Islands. Saipan in the Mariana Islands District is the provisional headquarters of the Administration. General executive responsibility in each of the six districts resides in the district administration headed by a district administrator. At present, five district administrators are Micronesians.

Public service

26. At 30 June 1969, the total number of Micronesians employed in the executive branch of the Government was 4,415, compared with 4,071 in 1968. Of these, 218 occupied senior, professional and executive positions, 2,745 occupied clerical and administrative positions and 1,452 were in manual occupations and skilled crafts. The corresponding figures for the previous years were 212, 2,518 and 1,341. At 30 June 1969, non-Micronesian employees on the headquarters staff (including field offices, but excluding the judiciary) totalled 182, and those in the districts, 211. The corresponding figures for the previous year were 183 and 258.

27. The United States Secretary of the Interior has pledged ever-increasing Micronesian involvement in their Government and equal pay for equal work and qualifications. According to the Administering Authority, substantial progress has been made towards fulfilling both of these pledges. A team of personnel classification experts from the United States was to complete, no later than 30 June 1970, a single pay schedule for the Trust Territory Government and it was to be presented to the Congress of Micronesia at its session beginning 13 July 1970.

Peace Corps

28. Peace Corps volunteers in 1969 continued to assist in many programmes throughout the Trust Territory: in education, agriculture, community development, and other fields. In April 1969 there were 493 Peace Corps volunteers working in six districts of the Trust Territory, about half of them being employed as elementary school teachers, principally in English language instruction. Current planning is for approximately 338 Peace Corps volunteers in Micronesia in 1970/1971.

Future status of the Territory

29. At the thirty-seventh session of the Trusteeship Council, the representative of the Administering Authority drew attention to the report issued by the Micronesian Status Commission recommending a status providing for Micronesian self-government in free association with the United States, and stated that the report had been considered by the Congress of Micronesia at its July-August 1969 session, but had not been officially endorsed at that time. The Congress had, however, authorized a ten-member delegation, including all six members of the Status Commission, to come to Washington for preliminary discussions, as had been suggested by the President of the United States and the Secretary of the Interior.

30. According to the Administering Authority, these discussions took place for two and a half weeks in October 1969 and provided the opportunity for both a useful exchange of views and the formulation of a position paper. Both delegations agreed to reassess their positions, and, in January 1970, Assistant Secretary of the Interior Loesch, the Chairman of the United States delegation, used the occasion of a trip to the Territory to convey some additional views and proposals to the Micronesian delegation. This was followed by agreement to hold a second discussion which took place in Saipan for one week in early May. Again the delegations exchanged statements, and, during the remainder of the week, the various views and issues raised in the statements were explored. The two delegations agreed that, in a matter of such vital interest to the people of Micronesia, the first public report of the results of the discussions should be that which the Micronesian delegation would be making to the Congress of Micronesia in July 1970.

31. The representative of the Administering Authority informed the thirty-seventh session of the Trusteeship Council that the United States was still dedicated, under the provisions of the United Nations Charter and the Trusteeship Agreement, to providing the people of Micronesia with the opportunity to exercise their right of self-determination without undue delay. While believing that the wishes of the people should be given great importance in deciding the exact timing of the transition to any new status, the United States would certainly agree with the view of the 1970 United Nations Visiting Mission that this change should take place sooner rather than later, and that it was incumbent on the United States as the Administering Authority to work with the people of Micronesia so that they would be ready for that day.

32. At the same session of the Trusteeship Council, Mr. Ambilos Iehsi, member of the Senate of the Congress of Micronesia and Adviser to the United States delegation, stated that he was encouraged to learn that the Council considered the approach taken by the Future Political Status Commission to seek an early resolution of the political status question to be in the right direction. The

opinion expressed by the 1970 Visiting Mission that there should be more technical assistance to the Congress of Micronesia in the task of political education was well taken, and he concurred with the view of the Mission that the future status question should be determined sooner rather than later.

ECONOMIC CONDITIONS

General

33. The level of economic development in the Territory varies from that of the district centres, where semi-urbanized residents participate in a money economy, to that of the outer islands where the inhabitants may receive only a small amount of cash from the sale of copra to augment their subsistence resources. The Territory has a weak economic base. Labour, land, natural resources and capital, basic to development, are meagre and are spread over many isolated islands. The gross product of the Territory is derived largely from United States expenditures for services and capital improvement, the production of copra, tourism and subsistence farming and fishing.

34. According to the Administering Authority, the Administration was continuing to seek means to promote development of the economy of Micronesia with the object of adjusting it to the world money economy and thus reducing the subsistence sector to a supplemental role. Two areas for potential major growth were large-scale commercial fishing and tourism. Significant improvement would require more skilled labour, capital and management than was currently available in the Territory.

35. Based on Micronesian wages and exports, the national income of the Trust Territory was estimated at \$18.2 million in 1969, compared with \$14.9 million in 1968. As much of the income of the people of the Trust Territory is computed on a subsistence basis, the national income, based on wages and exports, represents only a portion of the Territory's true income.

36. The Administering Authority has outlined the principles which have guided the economic development of the Territory as: (a) increasing food production by improvement of crop farming and encouraging the use of local materials for local enterprises; (b) developing transportation and communications systems; (c) encouraging the development of tourism; (d) maintaining a wage structure and conditions of employment consonant with the advancing social and economic conditions of the Territory; (e) reserving to the inhabitants their land and resources; (f) providing the basic physical and resource developments necessary for economic growth by expansion of a territory-wide construction programme; (g) encouraging Micronesians to establish their own business enterprises by providing them with necessary technical assistance and long-term loans; and (h) providing for capital participation in economic enterprises which are otherwise beyond the financial capacity of local investors.

Public finance

37. Costs of Trust Territory operations are met by grants from the Administering Authority and from local reimbursable revenue collections. Appropriation requests are subject to limits fixed by the United States Congress. The limit on

expenditure, which was \$25 million in 1967, was increased to \$35 million in 1968 and to \$50 million in 1970. Sources of funds for the fiscal years 1967 to 1970 were as follows:

	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>
	(United States dollars)			(estimate)
Territorial taxes and other revenues	1,090,877	1,442,459	1,298,114	1,359,000
Direct United States appropriations	472,000	543,000	541,000	586,000
Grants from the United States Congress	18,722,000	29,657,000	29,459,000	41,026,000
Unobligated funds brought forward	6,151,328	6,355,488	9,954,296	3,351,319
Total	26,436,205	37,997,947	41,252,410	46,322,319

38. The Economic Development Loan Fund was established in 1963 to stimulate the local economy of the Territory. The Fund is administered by a seven-member board of directors; its chairman is the Director of Economic Development. It makes direct loans or guarantees loans by commercial banks. In 1968, the Fund granted loans totalling \$115,300 and guaranteed bank loans totalling \$164,200. The corresponding figures for 1969 were \$94,182 for direct loans and \$96,500 for guaranteed loans.

39. Other sources of credit are provided by credit unions. By the end of 1968, forty chartered credit unions were operating in the Trust Territory. They had 7,931 members and their total assets amounted to \$1.24 million, compared with \$879,700 the previous year. During 1968, loans granted by credit unions aggregated \$1.5 million.

40. The Administering Authority reports that the United States Congress has reportedly made additional appropriations for the Economic Development Loan Fund, bringing the Fund's balance to over \$1 million by 30 June 1969. In August 1968, a United States Law had extended the services of the Small Business Administration to the Territory, making it possible to provide fairly large sums through the Small Business Administration loan programme. In order to assist recipients of loans from the Economic Development Fund and other new or potential businessmen, business advisers are being placed in each administrative district. The Fund has almost exhausted its available capital of slightly over \$1 million, and the Administration is attempting to have it increased to \$5 million. In February 1970, the Foreign Investors Business Permit Act was signed into law creating an Economic Development Board of Micronesian citizens in each district, whose duties would include evaluating applications for business permits.

Land

41. The land area of the Trust Territory comprises 700 square miles, approximately 42 per cent of which is classified as arable. Approximately 40 per cent of the total area of the Territory is privately owned. Trust Territory laws prohibit ownership of land by non-citizens of the Territory.

42. The Administering Authority recently announced a land policy which establishes procedures for allocating public land or acquiring private land for capital improvement programmes by the Government. Its basic stipulation is that, whenever possible, capital improvement projects should be situated on public land. If no such land is available or suitable for the contemplated construction project, appropriate interests in private land may be acquired by the Government but only if in the public interest. It further provides that an interest in private land may be acquired by negotiations or by the exercise of the right of eminent domain. Use of this right, however, is restricted to those few situations where land cannot be acquired by negotiation and the land is essential for public use.

43. With the assistance of twenty surveyors from the United States Bureau of Land Management and the United States Geological Survey, and the expanded staff of the Lands and Surveys Division of the Trust Territory Administration, a five-year, \$5 million land registration programme has been started. Land titles are being issued for the first time in the history of the Territory. In Mariana Islands District, 269 preliminary certificates of title had been issued by 1 May 1970, and several hundred more were in the process of determination. These certificates of title become final at the expiration of a statutory 120-day period.

44. According to the Administering Authority this is a programme of land registration and not a programme of land reform. The Administration is not at this point undertaking any change in the traditional systems of land tenure, but is trying to accommodate a system of land registration to the various systems of land tenure in the six districts of the Territory. The Administering Authority is not opposed to land reform as such but considers that any progress in this field should come from the Micronesians themselves.

45. The Administering Authority holds no land title on its own behalf in the Trust Territory of the Pacific Islands. Those lands which are designated "public lands" are held by the Administering Authority in trust for the people of Micronesia.

Agriculture

46. Copra is the principal commercial agricultural product of the Territory. It is hoped that cacao may become another cash crop in the districts of Ponape and Truk. At Ponape a black pepper crop is being established on a small commercial scale, and a pilot project on rice production for local consumption is under way. Taro, arrowroot, yam, sweet potato, cassava, breadfruit, pandanus, banana, citrus and a number of other introduced crops, mainly for local consumption, comprise the remaining principal crops. The coconut industry has the highest priority for development. A territory-wide, long-range coconut replanting programme is in its ninth year of operation. Copra continues to be the Territory's

largest export item with 14,080 short tons valued at \$2,199,422 were exported in 1969 compared with 12,880 short tons valued at \$2,504,740 in 1968.

Fisheries

47. The Division of Marine Resources of the Department of Resources and Development, is engaged in six major programmes: conservation, off-shore fisheries development, in-shore fisheries development, boat-building, research and training. At present, the Van Camp Sea Food Corporation operates a tuna fishery and freezing facilities in Palau District. The output from this company is largely responsible for the 1969 fish exports which were valued at \$342,714. Fish may become the second highest export of the Territory. According to estimates of the Marine Resources Division, fishing could provide the Territory with an annual income of some \$10 million and work for 1,000 people.

48. The Trust Territory is working together with American Samoa, Guam and the State of Hawaii to develop new methods of fishing for skipjack tuna throughout the Pacific. At a recent conference of chief executives of each area and their marine resources directors, a Pacific Islands Development Commission was formed.

Industries

49. Manufacturing in the Territory consists primarily of cottage-type activities in the subsistence sector. The few activities directed towards production for the market economy are characterized by inadequate capitalization, poor management and an untrained labour force. Some small-scale handicraft production exists. Handicraft products are readily saleable, but production at reasonable prices needs to be stimulated. Boat-building is widespread but, except for the Palau Boatyard, it is carried on by individual craftsmen working in their own homes. Most small industries fall in the service classification.

Tourism

50. According to the Administering Authority, the tourist industry is showing progress and potential for growth. There were 20,600 visitors in 1969, a 58 per cent increase over the previous year. With the addition of new hotel rooms and expanded air services, it is anticipated that 32,000 visitors will enter the Territory during 1970. If the existing trend continues and if planned facilities can accommodate the increase, the Territory may expect 100,000 tourists a year by 1974, bringing an estimated revenue of \$6.7 million. Efforts are reportedly being made to encourage Micronesian participation in the development of the industry to the maximum extent possible.

51. The 1970 United Nations Visiting Mission to the Trust Territory observed that the greater part of the funds invested in tourism were of foreign origin, and it was to be feared that most of the profits accruing directly from tourism might not remain in the Territory. The Micronesians would benefit from a fairly substantial number of new jobs and from the stimulus which an expanding industry should give to the development of ancillary activities, but it was quite possible that the presence of a luxury industry geared to non-essential forms of expenditure

might lead to a distortion of the economy and intensify inflationary pressures. The influx of a mass of visitors whose numbers might substantially exceed the total population of Micronesia could not be contemplated without misgivings. The Mission noted on several occasions during its stay in the Territory that such misgivings were widespread among the population, which was deeply attached to its traditions and had a keen sense of its own dignity. Although the development of the tourist industry could, in the view of the Visiting Mission, be considered an important asset for the Territory, it would be dangerous for the future to look upon it as the panacea for its economic problems. The establishment, at great expense, of such an artificial sector of the economy where profits were not likely to remain in the Territory had to be approached with caution and should not divert the Administering Authority from its efforts to promote the balanced economic and social advancement of the population entrusted to its care.

Co-operatives

52. Co-operatives in the Territory have increased in number and volume of business. In 1968, thirty-one co-operatives were active in the Territory, primarily in retailing, buying and marketing copra, producing and marketing handicrafts and marketing of fish. Sales and revenue of co-operatives totalled \$5,280,000 in 1968. Merchandise sales predominated, followed by sales of copra and marine products. At the end of 1968, co-operatives had 9,239 members, showed net savings of \$402,174, and paid \$130,764 in dividends and patronage refunds.

Transport and communications

53. The logistic services of the Trust Territory are operated by the Micronesian Inter-ocean Line Inc. (MILI). The shipping line provides direct service from the United States west coast and from far eastern ports. According to the Administering Authority, service has improved but surface transportation continues to be one of the Territory's most perplexing problems. Services between the islands of each district are operated by government-owned vessels operated by Micronesian companies which received a government subsidy to enable the companies to meet service requirements in all areas. To improve inter-island transportation within districts, the Administration has obtained two vessels for educational, medical and community services.

54. The Ponape International Airport was opened in February 1970. Air transport has seen considerably improved since May 1968, when Air Micronesia took over air service in the Territory. Air Micronesia is a corporation formed by Continental Airlines, Aloha Airlines and the United Micronesia Development Association. The company has over 1,100 Micronesian shareholders. Air Micronesia is conducting a programme of training for eventual placement of Micronesian employees in all phases of its operations. Micronesians already have taken over some positions originally filled by United States employees.

55. Roads in the Territory range from concrete and macadam in good condition to dirt roads which are little more than footpaths. According to the Administering Authority, road maintenance is difficult, especially on the high islands where heavy rainfall washes out road-beds, and limited budgets have made difficult any more than token upkeep on roads outside district centres. Limited budgets have

also kept road construction at a minimum, even though the Administration considers roads as important links between outlying villages on islands where road networks are possible.

56. In late 1969 a telephone link between Saipan and Guam was completed, thus making it possible to communicate with Honolulu, the United States and other parts of the world. A system of improved communications among the six districts has been designed in co-operation with engineers of the Federal Aviation Administration, and is scheduled to be completed in October 1970. Radio communications from the more remote islands to each district centre are being improved. A new 10,000 watt station in Majuro, Marshall Islands, will be completed by the end of 1970.

SOCIAL CONDITIONS

General

57. The Administration gives financial and technical assistance to local communities in planning and executing locally desired public projects where local cash resources are inadequate. These projects may involve construction of facilities and provision of services, such as roads, schools, dispensaries, buses, ferryboats and electric power plants. Government grants during the year under review amounted to \$243,651, while matching contributions by forty-nine participating communities amounted to \$75,154 in cash, plus an estimated \$92,776 in labour, materials, land and other forms of in-kind contributions. Augmenting the Administration's grant-in-aid programme, the district legislatures of Palau, Ponape, Truk and Yap appropriated \$143,000 to finance thirty-eight community construction projects and to assist small communities in meeting the 10 per cent cash contribution normally required for a government grant-in-aid.

58. Each district also has a community action agency, a private, non-profit corporation administered by a locally elected governing body and charged with mobilizing resources to combat poverty in their communities. Community action programmes are jointly financed by the community concerned and the United States Office of Economic Opportunity. The community action programmes continue to be the main emphasis of the United States anti-poverty programme in the Territory.

Housing

59. There are a number of housing authorities in the Territory whose function is to develop and administer low-cost housing and urban renewal projects. During 1968/1969 the Mariana Islands Housing Authority was empowered to administer a grant of \$875,000 to provide housing for the victims of typhoon Jean. Other housing authorities have financed low-cost housing.

Labour

60. The 1967 health census revealed that the Territory's labour force consisted of 41,000 persons, that is, all persons, except students and housewives, between the ages of 15 and 65. Only about 16,600 persons were reported to be remuneratively employed and about half of these were listed as subsistence-copra farmers, fishermen, handicraft producers or boatbuilders. This meant that in that

year some 8,000, or about 20 per cent of the total employable population, received wages on either a regular or part-time basis.

61. The number of wage earners employed as at 30 June 1969 was 9,214. Of these, 5,630 were employed by the Trust Territory Government and United States agencies. Of the 3,584 in the private sector, the largest group was in the construction industry. The total wage income of Micronesians in 1969 was \$14,741,099. Of this amount, \$3,395,119 was earned in the private sector and \$11,345,980 in government employment. The corresponding figures in 1968 were \$2,358,351 and \$9,565,750 respectively.

Public health

62. Medical and health services in the Territory are provided through the Department of Health Services. At the district level, there is a district director who is responsible for the direction and supervision of all district health programmes, hospitals and dispensaries. Difficult and complicated cases are referred to Guam Naval Hospital and Honolulu, Hawaii.

63. In 1969, there were six main hospitals in the Territory, one in each district, and three sub-district hospitals. The new hospital in Truk, built at a cost of \$3 million, will become operational in September 1970. The Rota Hospital in Mariana Islands District also is expected to be completed at the same time. The site for a central hospital in Ponape was being cleared and prepared for construction in 1971. A new hospital for Yap will soon follow. A new sub-district hospital for Ebeye is planned for 1971. There were also 146 dispensaries, mainly on outer islands remote from district centres, and twenty-five new dispensaries were being built. A team of experts has made recommendations on methods of accelerating dispensary construction.

64. In the field of preventive medicine, a programme to achieve and maintain adequate immunization levels throughout the islands was ahead of schedule, and an environmental early warning system has been implemented in every district, with special emphasis on water pollution studies.

65. In 1969 there were 910 persons on the staff of the Territory's Department of Health Services, 39 at headquarters and 871 in the districts. Of this number, 32 were expatriate personnel, 23 were Peace Corps volunteers and 855 were Micronesians. Expatriate personnel included 10 physicians, one of whom was the Director of Health Services. Of the Peace Corps volunteers, six were physicians. The Micronesian personnel included 34 medical officers, 17 dental officers, 3 registered or university trained nurses, and 129 graduate nurses (Trust Territory School of Nursing). Positions occupied by Micronesians included the two posts of deputy director of the Department of Health Services and the six district directors of health services.

66. The Trust Territory Health Planning Council was organized in 1968/1969 and held its first meeting in Saipan. Composed of the six district directors of health services and twelve other Micronesians, the Council's function is to investigate health problems and advise the Director of Health Services on planning for future health programmes.

67. The Trust Territory general scholarship programme has separate funds for medical education and training. In 1968/1969 sixty-one students were studying on

scholarships in medical and pre-medical fields. The new Trust Territory School of Nursing on Saipan was inaugurated in February 1970 with an enrolment of forty-two. In 1970/1971, major emphasis will be placed on training Micronesian health personnel, particularly health aide at the district level. The World Health Organization (WHO) South Pacific Commission, and the East-West Center in Honolulu offer post-graduate training fellowships for medical and paramedical personnel. Medical officers receive post-graduate training in both general and special fields in hospitals in Guam, Hawaii and New Zealand.

68. Recurrent expenditures on public health in 1969 amounted to \$3,777,959, compared with \$3,437,527 in 1968 and \$2,724,233 in 1967.

EDUCATIONAL CONDITIONS

69. The Administration is responsible for the construction of schools, provision of books, supplies and equipment, professional training of teachers and setting of educational standards. Although local communities are encouraged to share in the support of their schools, the territorial Government bears the major responsibility for the provision of necessary funds to support public education throughout Micronesia.

70. Education is compulsory for children from six to fourteen years of age or until graduation from elementary school. No fees are charged in the public schools. Girls are offered equal educational opportunities with boys. Enrolment of girls tends to be equal with boys in elementary schools but in some districts a large number of girls continue to drop out at high school level. Except for the high school on Saipan, public high schools are mainly boarding schools with subsistence provided without charge. Sixty-three per cent of the public high school students live in dormitories.

71. According to the Administering Authority, the quality of education is improving, with new teacher training and English-teaching programmes, curriculum development and expanded vocational education. A new vocational school for students from throughout Micronesia is nearing completion in Palau. Continued use of more than 300 Peace Corps volunteers as teachers has provided many outlying schools with their first English-speaking teachers.

72. The 1970 United Nations Visiting Mission reported that the Committee on Education of the Congress of Micronesia had submitted a report in August 1969 and that the Congress had passed an act to establish a system of education in the Trust Territory. According to the act, the purpose of education in the Territory is to develop the human resources of Micronesia in order to prepare the people for self-government and participation in economic and social development; to function as a unifying agent and to bring to the people a knowledge of their islands, the economy, the government and the people who inhabit the Territory; and to provide Micronesians with skills professional and vocational as well as social and political, which will be required in the development of the Trust Territory. The Mission observed that the goals and plans of the Administration and the objectives of the Committee on Education, although not entirely the same either in content or emphasis, were broadly on the same lines. In the Mission's view the principal feature of the new law was the establishment of boards of education at territorial, district and community levels.

73. In 1969, there were 190 public elementary schools and 19 private elementary schools in the Territory, compared with 188 and 20, respectively, in 1968. Secondary education was provided in 8 public senior high schools and 11 mission high schools. In addition there were 3 public intermediate schools in the Truk District. In 1968/1969 charters were granted to non-governmental agencies to operate schools under supervision of the Administration if it was considered that an educational programme could be carried out that would achieve the goals established by the Administration. Within limits permitted by law, some subsidiary support was given to the private schools.

74. In 1969, the total number of children, including those who were over fourteen years of age, enrolled in the elementary through eighth grades was 28,143. Of these, 23,711 were attending public elementary schools and 4,432 were at private elementary schools. In the previous year, the total enrolment in elementary schools was 27,263. The teaching staff in elementary schools consisted of 950 indigenous teachers (835 certified teachers and 115 non-certified) and 115 non-indigenous certified teachers. In 1968, there were 962 indigenous teachers (333 certified and 629 non-certified) and 173 non-indigenous certified teachers. Peace Corps volunteers on elementary schools staffs totalled 300.

75. At 30 June 1969, high schools enrolment was 3,288 in public high schools and 1,342 in mission high schools, compared with 3,054 and 1,224 in the previous year. Existing public high schools could accommodate some 63.8 per cent of elementary school graduates. Many graduates of mission elementary schools went on to one of the eleven mission high schools. Other students elected to enter private or public high schools at Guam or abroad.

76. The Administration plans to have a voluntary secondary school system, which will accommodate 80 per cent of all children of secondary school age by 1975. The Administration envisages the establishment of additional high schools, especially in the Truk and Marshall Districts. Based on suggestions of a team of experts which visited the Trust Territory, school construction was to be accelerated in 1970 so that over 100 elementary classrooms, double the number originally planned, will be ready for use next school term. As a result of enlarged facilities, secondary school enrolment was to be increased by an estimated 300 students in 1969.

77. The Micronesian Occupational Centre in Koror was opened in September 1969. By September 1970 the school will have 320 students taking seventeen different occupational courses. The Centre has modern buildings with well-equipped workshops, laboratories and classrooms. The only other full-time vocational school in the Trust Territory is the Ponape Agricultural and Trade School, which was founded at Madolenihmw in 1966. The school is financed principally by contributions from religious bodies and private sources mostly in the United States. It has an enrolment of 115 students from all six districts, and eleven teachers and four assistant teachers.

78. The majority of teachers in the Trust Territory are Micronesians. One of the goals of the Department of Education is to provide each teacher with the equivalent of at least four years training beyond high school in teaching techniques, and subject matter. Besides the large number of scholarships provided to teachers and potential teachers each year, in-service training and workshops conducted by the University of Guam and the East-West Center play an important role

in the teacher training programme. Summer training sessions are also given in each district, as well as specialized training at the Micronesian Teacher Education Center in Ponape, and the six in-district teacher training programmes.

79. In 1969, the Micronesian Teacher Education Center completed its seventh year. During its first six years, the Center enrolled forty-five students a year, but in September 1968 enrolment increased to ninety. The Center has been oriented towards upgrading teachers who have not previously completed high school work, although enrolment has also been open to those who have completed high school but lacked preparation for teaching. Beginning September 1969, however, the Center became mainly a pre-service institute. It will continue to offer a programme to prepare co-operating teachers (teachers of teachers) of whom there are at present sixteen. Six in-district teacher education programmes, established in 1969, offer formal educational opportunities to sixty-six Micronesians, mainly experienced teachers.

80. As at 1 June 1970, the Micronesian Teacher Education Center on Ponape has been officially designated the Community College of Micronesia. At the present time, the Community College offers a two-year teacher-training course culminating in the award of an Associate of Science degree in elementary teacher preparation. Starting next year, a new facility for the college will be constructed at a different site. Plans call for the eventual enlargement of the Community College in connexion with the proposed Ponape training and referral hospital, as well as for additional facilities for advanced agricultural training. The Administration is also giving serious consideration to the possibility of introducing business training courses.

81. The Department of Education is designing a single salary scale for Micronesian and non-Micronesian personnel to submit to the Congress of Micronesia and the High Commissioner in the near future.

82. Higher education for Micronesians is provided outside the Territory through the Government's scholarship programme and through partial subsidies, including transportation grants, to private scholarship holders or sponsored students. During 1969, about \$550,000 was made available for scholarships.

83. According to the Administering Authority, 445 Micronesian students were attending institutions of higher learning abroad in 1969. Of this number, 285 were on government scholarships, compared with 233 in the previous year. In addition to those on government scholarships, 160 other Micronesian students were in college outside the Territory. Of these, eleven were supported by district legislature scholarships, thirty by religious organizations, eight by the East-West Center and eight by other means. Of the total number of students in higher education, 264 were attending school in Guam, 59 in Hawaii, 64 in the United States, 19 in the Philippines, 1 in Japan, 30 in Fiji, 6 in Papua and New Guinea and 2 in Western Samoa.

F. PAPUA AND THE TRUST TERRITORY OF NEW GUINEA, AND THE
COCOS (KEELING) ISLANDS*

CONTENTS

	<u>Paragraphs</u>
1. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE, THE GENERAL ASSEMBLY AND THE TRUSTEESHIP COUNCIL	1 - 8
2. INFORMATION ON THE TERRITORIES	
A. PAPUA AND THE TRUST TERRITORY OF NEW GUINEA	
Introduction	9
General	10
Political and constitutional developments	11 - 67
Economic conditions	68 - 119
Social conditions	120 - 137
Educational conditions	138 - 154
B. COCOS (KEELING) ISLANDS	
General	155 - 157
Political and constitutional developments	158 - 165
Economic conditions	166 - 180
Social conditions	181 - 187
Educational conditions	188 - 190

* Previously issued under the symbol A/AC.109/L.653.

1. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE, THE GENERAL ASSEMBLY AND THE TRUSTEESHIP COUNCIL

1. The Territory of Papua, the Trust Territory of New Guinea and the Territory of Cocos (Keeling) Islands have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territories are set out in its reports to the General Assembly at its nineteenth and twenty-first to twenty-third sessions. a/ The General Assembly's decision concerning Papua and the Trust Territory of New Guinea are contained in resolutions 2112 (XX) of 21 December 1965, 2227 (XXI) of 20 December 1966, 2348 (XXII) of 19 December 1967 and 2427 (XXIII) of 18 December 1968.

2. After considering the Territories in 1969 the Special Committee adopted the following conclusions and recommendations: b/

"(1) The Special Committee reaffirms the inalienable rights of the people of Papua and the Trust Territory of New Guinea and of the Cocos (Keeling) Islands to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV).

"(2) While noting the rôle which indigenous members are playing in the House of Assembly in Papua and the Trust Territory of New Guinea, largely as a result of recent constitutional changes and the 1968 general elections, the Special Committee considers that progress towards the implementation of the Declaration contained in General Assembly resolution 1514 (XV) continues to be slow. The Special Committee requests the administering Power to take all necessary steps to enable the inhabitants of Papua and the Trust Territory of New Guinea to participate fully in the management of their own affairs. The Special Committee urges the administering Power to increase its efforts aimed at the localization of the public service.

"(3) The Special Committee urges the administering Power to take steps to diversify the economy which is likely to remain primarily agricultural for some time to come. The Special Committee considers that increased emphasis on diversification and industrialization should be so directed as to eliminate the economic dependence of the Territory on the administering Power. The Special Committee notes that a five-year economic development programme has been in operation in the Territory since 1968. It would like to receive

a/ Official Records of the General Assembly, Nineteenth Session, Annexes, annex No. 8 (Part I) (A/5800/Rev.1), chapter XIX, paras. 131-138, 143-151, 155; ibid., Twenty-first Session, Annexes, addendum to agenda item 23, document A/6300/Rev.1, chapter XIX, para. 73; ibid., Twenty-second Session, Annexes, addendum to agenda item 23 (Part II), document A/6700/Rev.1, chapter XX, para. 98; A/7200/Add.9, chapter XXIII, para. 6.

b/ A/7623/Add.6 (Part II), chapter XX, para. 13.

more detailed information on the progress of the functioning of this programme. The Special Committee considers that any measures taken to stimulate outside investment should not encourage subsequent dependence on foreign economic interests providing such capital.

"(4) The Special Committee notes the progress made in the field of primary education in Papua and the Trust Territory of New Guinea. It, however, considers that an effort should be made to enable a larger percentage of those eligible to attend school. The Special Committee urges the abolition of all forms of discrimination in the educational system and the establishment of an integrated organization of schools and to provide greater facilities for higher education and training.

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

3. By resolution 2590 (XXIV) of 16 December 1969, the General Assembly reaffirmed the inalienable right of the people of Papua and the Trust Territory of New Guinea to self-determination and independence in accordance with General Assembly resolution 1514 (XV) and the Trusteeship Agreement of 13 December 1946; reaffirmed further its previous resolutions regarding Papua and the Trust Territory of New Guinea; called upon the administering Power to take all necessary steps to transfer full powers in the executive and legislative branches of government to elected representatives of the people, in accordance with the freely expressed wishes of the peoples of the Territories; requested the administering Power to intensify and accelerate the education and technical and administrative training of the indigenous peoples of the Territories; requested the Trusteeship Council, in its periodic visiting missions to the Trust Territory of New Guinea, to include non-members of the Trusteeship Council, in consultation with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and the Administering Authority in accordance with the Charter of the United Nations; called upon the Administering Authority to co-operate fully with the visiting mission and to provide it with all the necessary facilities and assistance in the performance of its tasks; and requested the Trusteeship Council and the Special Committee to continue to examine this question and to report thereon to the General Assembly at its twenty-fifth session.

4. By resolution 2592 (XXIV) of 16 December 1969, which concerned twenty-five Territories, including the Cocos (Keeling) Islands, the General Assembly, inter alia, approved the chapters of the Special Committee relating to these Territories, c/ and requested the Special Committee to continue to pay attention to these Territories and to report to the General Assembly at its twenty-fifth session on the implementation of the present resolution.

5. The Trusteeship Council, at its thirty-seventh session in May and June 1970, completed its examination of the annual report of the Administering Authority for the period 1 July 1968 to 30 June 1969 (T/1704 and Add.1).

c/ Ibid., chapter XX.

6. At its 1370th meeting, on 19 June 1970, the Council adopted, by a vote of 4 to 1, with 1 abstention, the terms of reference for the United Nations Visiting Mission to the Trust Territory of New Guinea, 1971, resolution 2154 (XXXVII) of 19 June 1970, which reads as follows:

"The Trusteeship Council,

"Having decided to dispatch a periodic visiting mission to the Trust Territory of New Guinea in 1971,

"Recalling the request made to the Trusteeship Council by the General Assembly, in paragraph 5 of its resolution 2590 (XXIV) of 16 December 1969, to include non-members of the Trusteeship Council in its periodic visiting missions to the Trust Territory of New Guinea, in consultation with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and with the Administering Authority, in accordance with the Charter of the United Nations,

"Noting that the consultations requested by the General Assembly have been carried out,

"Having decided that the Visiting Mission should be composed of

.....(France), (Iraq)
.....(Sierra Leone) and(United Kingdom of Great Britain and Northern Ireland) d/

"Having decided that the Visiting Mission should visit the Trust Territory early in 1971,

"1. Directs the Visiting Mission to investigate and report as fully as possible on the steps taken in the Trust Territory of New Guinea towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, and to pay special attention to the question of the future of the Territory, in the light of the relevant Articles of the Charter and the Trusteeship Agreement, bearing in mind the provisions of relevant Trusteeship Council and General Assembly resolutions, including Assembly resolution 1514 (XV) of 14 December 1960 and 1541 (XV) of 15 December 1960;

"2. Directs the Visiting Mission to give attention, as may be appropriate in the light of discussions in the Trusteeship Council and of resolutions adopted by it, to issues raised in connexion with the annual reports on the administration of the Trust Territory, in the petitions received by the Council concerning reports of the previous periodic visiting missions to the Territory and in the observations of the Administering Authority on those reports;

d/ At its 1370th meeting, on 19 June 1970, the Council decided that the nominations to be submitted would automatically be approved when received.

"3. Directs the Visiting Mission to receive petitions, without prejudice to its acting in accordance with the rules of procedure of the Council, and to investigate on the spot such of the petitions received as, in its opinion, warrant special investigation;

"4. Requests the Visiting Mission to submit to the Council as soon as practicable a report on its visit to the Trust Territory of New Guinea containing its findings, with such observations, conclusions and recommendations as it may wish to make."

7. In a letter dated 29 July 1970 (A/AC.109/356), the President of the Trusteeship Council informed the Chairman of the Special Committee that the Council had adopted a report on the Trust Territory of New Guinea for submission to the General Assembly. e/ The report contains, in addition to the Trusteeship Council's conclusions and recommendations and the observations of its individual members, detailed information on political, economic, social and educational conditions.

8. At its 1370th meeting on 19 June 1970 the Council decided to draw the attention of the General Assembly to the fruitful co-operation that had taken place this year between the Special Committee and the Trusteeship Council, which had led to the inclusion for the first time of non-members of the Council in a visiting mission to a Trust Territory.

2. INFORMATION ON THE TERRITORIES

A. PAPUA AND THE TRUST TERRITORY OF NEW GUINEA^{f/}

Introduction

9. This paper is a summary of basic information on Papua and the Trust Territory of New Guinea and recent important developments within them. More detailed information concerning the Trust Territory of New Guinea has been circulated in the working paper prepared by the Secretariat for the thirty-seventh session of the Trusteeship Council (A/8004) and concerning Papua and the Trust Territory of New Guinea in past reports of the Special Committee to the General Assembly. g/

e/ Official Records of the General Assembly, Twenty-fifth Session, Annexes, Supplement No. 4 (A/8004).

f/ This section is based on published reports, on the information on Papua transmitted to the Secretary-General by Australia under Article 73 e of the Charter on 22 July 1970 for the year ending 30 June 1969, and on information concerning the Trust Territory of New Guinea before the Trusteeship Council at its thirty-seventh session, in particular, the report of the Administering Authority for the period 1 July 1968 to 30 June 1969 transmitted under Article 88 of the Charter (T/1704 and Add.1).

g/ For the most recent, see A/7623/Add.6 (Part II), chapter XX, annex I.

The recommendations and conclusions adopted by the Trusteeship Council at its thirty-seventh session appear in document (A/8004).

General

10. At 30 June 1969 the population of Papua and the Trust Territory of New Guinea was as follows:

New Guinea	1,692,095	(census)
	10,184	(estimate)
	<u>1,702,279</u>	

Papua (excluding Port Moresby)	596,917	(census)
	7,867	(estimate)
	<u>604,784</u>	

The indigenous population of Port Moresby, according to the 1966 census, was 32,222.

Political and constitutional developments

11. The Papua and New Guinea Act 1949-1968 provides for the administration of the Trust Territory in an administrative union with the Territory of Papua in accordance with article 5 of the Trusteeship Agreement for New Guinea. The Act, which is administered by the Minister of State for External Territories through the Department of External Territories at Canberra, provides for the appointment of an Administrator to administer the government of the Territories on behalf of the Commonwealth of Australia. The Act also provides for a House of Assembly which, subject to the Act, has power to make ordinances for the peace, order and good government of the Territories. A House of Assembly was inaugurated in 1964. By a 1966 amendment to the Act, the membership of the House of Assembly was increased from 64 to 94, consisting of 84 elected members and 10 official members. The larger House was introduced with the general elections held in February and March 1968.

12. Amendments to the Papua and New Guinea Act in 1968 introduced changes designed to give elected members of the House a greater share in the executive government. The amendments provided for the appointment of seven ministerial members, and up to ten assistant ministerial members, from among the elected members of the House of Assembly. Ministerial office holders are appointed by the Minister for External Territories from a list drawn up in consultation between a House of Assembly Nominations Committee and the Administrator and approved by the House. Ministerial members are jointly responsible with the departmental head for the over-all activities of their departments and for the framing of policy proposals, including those for expenditure. Ministerial members represent their departments in the House of Assembly in regard to motions, questions and the introduction and carriage of legislation.

13. The 1968 amendments to the Papua and New Guinea Act also established the Administrator's Executive Council consisting of the Administrator, three official members of the House of Assembly appointed by the Minister for External Territories on the nomination of the Administrator, and those members holding

office as ministerial members. In addition, the Minister for External Territories may, on the nomination of the Administrator, appoint to this Council an additional member who is an elected member of the House of Assembly. The Administrator's Executive Council advises the Administrator on any matter referred to it by him, or in accordance with an Ordinance, on any other matter. Its role, subject to the Administrator's responsibilities, is seen as being the principal instrument of policy of the executive government of the Territory.

14. Following discussions with the Select Committee on Constitutional Development, the administering Power on 4 March 1970, introduced changes giving ministerial members increased individual responsibility in the functions of their departments, and increased collective responsibility as members of the Administrator's Executive Council. Ministerial members are now fully responsible to the Administrator's Executive Council for the day-to-day running of their departments, instead of acting jointly with the civil service head. They may also formulate plans and proposals for departmental expenditure including draft departmental estimates. In addition, in the future, the Administrator's Executive Council will be consulted on all significant policy issues; it will advise on the more important departmental questions referred to it by a ministerial member; and it will have a greater voice in the procedure for the framing of the Territory's budget.

15. The Select Committee on Constitutional Development of the Second House of Assembly presented its first interim report on 17 November 1969, setting out a provisional programme which fell into four main areas: (a) the basic need for a united Papua and New Guinea and required consideration of the outward symbols of such unity; (b) the direction of development, in which consideration needed to be given to the form of government best adapted to the needs of the Territory as an independent nation, (c) the specific constitutional problems involved in modifying the present Constitution of the Territory, (d) the problems of the rate of potential development which was to include both administrative and economic needs for self-government.

16. The Select Committee presented its second interim report on 5 March 1970, covering its consideration of the results of its visit to Australia where its discussions included such topics as the suitability of unitary or federal systems of government to Papua and New Guinea nationhood; bicameral or unicameral parliamentary systems, the advantages and disadvantages of having ministers directly responsible to an elected legislature, or responsible to a popularly elected president, and a variety of related problems.

17. The Select Committee then circulated a paper outlining constitutional problems on which the views of the people were to be sought during its tour of the Territory from 12 April to 22 May 1970.

18. Towards the end of June 1970, the committee intended to split into two groups and visit a number of countries in Africa, Asia and the Pacific, in order to gain some appreciation of the problems these countries had faced in their movement towards independence and how they had overcome them. At the end of September or early in October the committee would make another tour of the Territory, in order to consult the people again before making its final report to the House of Assembly.

19. In order to increase the voice of the House of Assembly and the Administrator's Executive Council in formulating the annual territorial budget, the Executive Council has established an Estimate Committee, consisting of three

ministerial members which keep in close touch with administration officials in the Department of the Treasury, and consult the Australian Minister for External Territories and his officers from time to time on the framing of the budget. The Standing Budget Committee of the House of Assembly also consults with the Estimates Committee, in order to have an effective channel of communication between individual members of the legislature and the Estimates Committee.

20. In March 1970, the Commission of Inquiry into the electoral system of the Territory tabled its report in which it recommended, inter alia: that the "optional preferential" voting system at present in use remain unchanged; that the minimum age for enrolment and voting in respect of the House of Assembly elections be lowered to 18 years; that the present minimum age for candidature (21 years) be retained for the next general elections after which it should be further reviewed; and that a film covering the main electoral functions, such as voting by illiterates, the system of optional preferences, etc., be made for extensive use throughout the Territory. Debate on the report was adjourned until the June 1970 session of the House to enable members to study it.

21. It is reported that the Prime Minister of Australia, Mr. John Gorton, announced changes which would give Papua and New Guinea greater autonomy in Government. The announcement, which was made by the Prime Minister in Port Moresby during a week-long visit to the Territories (5-11 July) will mean greatly increased power for the eight elected members of the Administrator's Executive Council, which at present has only advisory functions. According to the announcement, ministerial members of the Administrator's Executive Council will now have authority to take decisions on subjects which will include education (primary, secondary and technical, but not tertiary); public health; tourism; co-operatives; business advisory services; workers' compensation; industrial training; posts and telegraphs; Territory revenue including taxation; price-control; coastal shipping; civil defence; corrective institutions; registration of customary land; land use; leasing of land and town planning and urban development. He also stated that when decisions were being taken on proposals put forward by ministerial members, official members would sit in the Council to offer advice, but they would not take part in any vote as to what the Council finally decided.

22. He further announced that the Australian Government would not exercise its veto power in relation to ordinances stemming from responsibilities handed over to ministerial members.

23. He further stated that the Administrator's Executive Council, as a result of its new responsibilities, have a spokesman for that Council in the House of Assembly to answer questions on the activities of the Administrator's Executive Council.

24. The areas in which Australia would retain final authority, at this stage, include the judiciary, the enforcement of law and order, internal security, external affairs, external trade and large-scale development projects in agriculture, in transport, in forestry, that is in those areas in the five-year development plan which for the most part are financed by the Australian taxpayer.

25. Political education. The current phase of the Administration's political education programme was announced in the House of Assembly on 29 November 1968 and began early in 1969. The main points of the programme are:

(a) to provide more information to the people on what is going on in the Territory to assist them to form opinions and make judgements on the basis of current information;

(b) to provide a more formal educational programme which deals more directly with the principles and structure of democratic government.

(c) to cover the whole spectrum of political education from involvement in current events and the practical use of political institutions to the understanding of the principles of democracy;

(d) to bring the programme to the villages and to concentrate particularly on local government councils, women's clubs and similar groups and school students;

(e) to include the widespread use of broadcasts, in English, Motu, Pidgin and the lingua franca of important groups wherever possible;

(f) to make use of publications in the form of booklets, narrative stories, and newspapers and of talks by field staff.

The formal part of the programme will include material on: majority rule, local government; the legislature - responsibility of members of the House of Assembly and political parties; the executive; the role and function of ministerial members; the public service; the judiciary.

26. The programme, which is estimated to cost \$40,000, will run until the date of issue of the writs for the next House of Assembly elections late in 1971.

27. Political parties. The Administering Power reports that of the political parties previously reported on only the Papua and New Guinea Union Pati (PANGU), the United Democratic Party (formerly the Christian Democratic Party) and the National Progress Party were still active at 30 June 1969. Two parties, the Melanesian Independence Front and the United Political Society were formed during the period under review.

28. It is also reported that the Mataungan Association in the Gazelle Peninsula in New Britain planned to become a fully fledged political party in the Territory. It intends to present candidates at the next election for the Territory's House of Assembly in 1972. The framework for the party platform has already been laid down. The party would accept membership only from the Territory's indigenous populations. According to the same reports, the Mataungan Association leaders have stressed that their association is not merely confined to the educationally advanced Tolai people who inhabit the Gazelle Peninsula. It has adherents from the New Guinea mainland and from other islands and it plans to get greater political support on the mainland.

29. It is further reported that a new political movement advocating a referendum as the means of deciding the Territory's readiness for independence has been launched in the Highlands. The movement is called "Compass", which

stands for "combined political associations", and would be formed from the movement's members which it claims number about fifty in the House of Assembly. "Compass" is the second political party to be started by European members of the House of Assembly. The Association wants all decision-making powers to continue to be in the hands of the Administration and the Executive Council, until the House members become ready for these powers. According to reports, the movement has for basic policy the forming of "a western-style democratic government" in the Territory. Its broad aims include working for political stability, raising the standard of living and maintaining law and order.

30. Judiciary. The courts exercising jurisdiction within the Territory are the Supreme Court of the Territory of Papua and New Guinea, the district courts, the local courts and the children's courts. The Supreme Court, established under the Papua and New Guinea Act 1949-1968, is the highest judicial authority in the Territory.

31. The Supreme Court (Full Court) Ordinance, 1968, came into operation in 1969. It provides for a full court of at least three supreme court judges to hear appeals from the decision of a single judge in both civil and criminal cases. The Full Court has wide powers. It may affirm or vary the decision on sentence appealed from, or remit the case in whole or in part for further hearing, or order a new trial. A question of law arising in a criminal trial may be reserved for the consideration of the Full Court. The Full Court sat for the first time in May 1969. The High Court of Australia has jurisdiction, subject to prescribed conditions, to hear and determine appeals from the Supreme Court.

32. Twenty-one indigenous persons have been appointed as full-time local court magistrates. Officers of the Department of District Administration are also appointed as local court magistrates to service those areas which cannot conveniently be covered by a full-time magistrate. The Administering Authority states that such appointments are expected to decrease as communications to remote areas improve and as the number of full-time magistrates increases. There are also 140 indigenous persons who have been appointed as assistant magistrates.

33. Local government councils. At 30 June 1969, there were ninety local councils in New Guinea. During the year under review thirteen councils extended their boundaries to include additional villages and small towns with the result that, although the number of councils remained unchanged, the approximate populations in council areas totalled 1,446,718 at 30 June 1969, compared with 1,355,013 in the preceding year. Seventy-six of the councils included land not held under customary tenure and which had a common-roll for all residents in their area. In Papua, there were fifty-two local government councils during the same period, representing 520,879 persons compared with 503,551 in the previous year. Thirty-six of these councils were multiracial.

34. In the report for the year under review, the Administering Authority stated that urban local government would shortly be introduced in the Territory with the establishment of local government councils at Lae, Rabaul and Madang. In addition, some local government councils would have increased responsibility by being required to provide municipal services to certain towns within their areas.

35. It is reported that tensions have been building for about twelve months in 1969 and 1970 over the multiracial local government council of the Gazelle Peninsula (New Britain Island). The Mataungan Association was formed in June 1969 to oppose the multiracial council and combat its existence. Members of the group had boycotted the May 1969 elections for the Gazelle Peninsula Multi-racial Council which had been proclaimed on 5 February 1969 at the request of the former all-Tolai local government council. The Mataungan Association consisting of members of the Tolai people who make up most of the population of the Peninsula, is led by an elected member of the House of Assembly, Mr. Oscar Tammur, and a former student at the East-West Center of the University of Hawaii, Mr. John Kaputin. The Mataungan Association strongly opposes the reconstitution of the Gazelle Local Government Council from an all-indigenous to a multiracial one. Large-scale demonstrations and some instances of physical violence between the Association and supporters of the Multiracial Council, with several hundred police from all parts of the Territory temporarily posted on the Peninsula, have given the matter public notice.

36. In September 1969, when four Gazelle Peninsula representatives in the House of Assembly went to Rabaul to hold meetings with officials of the Mataungan Association, the Administration sent extra police to New Britain to control the large demonstrations that were forming and to ensure that discussions were held "in an atmosphere where frank talk is possible without any fear or intimidation by outside factions". Debating this situation, the House of Assembly decided to request the Administrator to set up a Commission of Inquiry to find a solution. The Administrator, Mr. David Hay, announced that the Commission's functions would be (a) to suggest the best form the Council in the Gazelle Peninsula should take; (b) to suggest how the Council would fit in with the Rabaul Town Council soon to be set up; and (c) to look at some of the long term Tolai problems, particularly the use and distribution of land.

37. The Commission's report was tabled in the House of Assembly in November 1969. It stated that there should be no referendum on the multiracial issue, but that the new council should be given a fair trial; that the current form of local government was appropriate; that the Gazelle Peninsula Council should not be divided into smaller councils; that the serious land problem should be alleviated by redistribution of the land (controlled through the Gazelle Peninsula local government council), and that the Supreme Court should sit continuously in Rabaul on land appeals.

38. The Tolai people, comprising about half of the 140,000 inhabitants of New Britain, are said to be the most economically advanced group in New Guinea. Cash receipts for their crops together with subsistence production, place them among the more advanced people in the Territory. A high rate of population increase of over 4 per cent per annum, accompanied by land pressure and considerable alienation of land formerly owned by the Tolais, a rising awareness of the outside world and the acquisition of modern education and skills, are said to have been the major factors causing the present unrest.

39. One of the leaders of the Mataungan Association, Mr. Damien Kereku, appearing before the Commission of Inquiry, reportedly stated that it was too early for the multiracial council and that it was the view of the Mataungan Association that such a council should come at the time of self-government for the Territory. The people of the Gazelle Peninsula considered that the

institution of the council showed a desire to insert Europeans into positions of power and to facilitate acquisition of lands for them.

40. In December 1969 and January 1970 the Australian Leader of the Opposition, Mr. E.G. Whitlam, made a visit to Papua and New Guinea. While there he stated that he wanted to "familiarize himself" with developments in the Territory, and pay particular attention to Bougainville and Rabaul. Earlier in December, there had been incidents in Rabaul, and several members of the Mataungan Association were reportedly arrested. The Tolai reception for Mr. Whitlam was held in Rabaul on 7 January 1970 and approximately 10,000 were estimated in attendance. Many speakers asked that the Gazelle Peninsula multiracial local government council be immediately abolished. They also wanted the release of twenty-three Mataungan Association officials and members detained over the December incidents. Other complaints concerned the shortage of land, low wages and not enough say in running their country. They set immediate self-government as a minimum requirement. Mr. Whitlam was reported to have promised them help.

41. On 10 January 1970 it was reported that the Australian Prime Minister, Mr. John Gorton, accused Mr. Whitlam of encouraging "native extremists", in New Britain particularly. Referring to the Gazelle Peninsula multiracial council, he said,

"The Government believes the legally elected multi-racial council, which includes thirty-four natives and four non-natives, is acceptable to the majority of the Tolai people and is in the best interest of good government in the Gazelle Peninsula.

"The Government was prepared to test this belief by a referendum held by secret ballot. The Mataungan Association refused to agree to such a secret ballot referendum being held and said it would not, in any case abide by the result of such a ballot.

"The Mataungan Association has withheld taxes, refused to join in discussion of this question, and has resorted to violence.

"[Mr.] Whitlam's support of this attitude and action is emphatically repudiated by the Government and we wish this to be known to all in the Gazelle Peninsula."

42. In February 1970, the Administration reportedly announced that 9,000 acres^{h/} of Government-owned land on the Gazelle Peninsula was to be divided into land development blocks for local people. This was being done to ease population pressures on land in the Peninsula. Application for the 302 blocks were to be accepted by the Gazelle Peninsula and Baining local government councils later in the month.

43. During April and May 1970, articles continued to appear in the press concerning Mataungan men who were fined on charges of failing to pay their council tax and in default of which were liable to short gaol terms. Reportedly between 4,000 and 5,000 people in the Gazelle Peninsula had not paid their tax.

^{h/} Later this figure was reported as 14,000 acres, and subsequently at 15,000.

44. In May 1970, it was reported that a number of Tolai people had formed a special group to try to heal the split among the people of the Gazelle Peninsula. The group called itself Warmaram, said to be a Tolai word meaning to mediate. It was trying to heal the breach between the Mataungan Association and the supporters of the local multiracial council and in this the Australian Government and the Administration were reportedly giving it full support "to bring harmony to the Gazelle Peninsula".
45. On 23 June 1970, it was reported that the Mataungan Association had rejected an invitation from the Warmaram group for discussions and a proposal from the Gazelle Peninsula Local Government Council for a meeting of the all-Tolai organizations in the Gazelle Peninsula.
46. At the 1358th meeting of the Trusteeship Council on 28 May 1970, the Special Representative of the Administering Authority, Mr. L.W. Johnson, who is now the Administrator of Papua and New Guinea, in reply to a question put by the representative of the United Kingdom, affirmed that there is no land ownership dispute. The Gazelle Peninsula, however, is one of the areas where there is land hunger. Land is held by a system called the vunaterai system which means that the allocation of land rights falls into the hands of some of the traditional leaders and elders of village communities. Access to land is therefore attained through the traditional leadership in the village. This has been the cause of considerable dissatisfaction among young men who have been unable to get land rights, and in consequence this is one of the reasons for the challenge to traditional leadership which has emerged from the Mataungan Association.
47. Recognizing that one of the causes of unrest in the Gazelle Peninsula is land shortage or land hunger, Mr. Johnson continued, the Administration has endeavoured to purchase freehold plantations. The Gazelle Peninsula is a very special case because, in the period of German administration prior to World War I, there were extensive grants of freehold titles to European settlers. This is the only area in the whole of the Trust Territory of New Guinea where a considerable proportion of fertile land is held under freehold title in what might be called plantations under European control. This has been a further cause for unrest in the Gazelle Peninsula area and it is for that reason that the Administration is endeavouring to repurchase some of these areas and allocate them to the people indigenous to the areas, Mr. Johnson concluded.
48. During his week-long visit to Papua and New Guinea in early July, the Australian Prime Minister, Mr. John Gorton, stopped in Rabaul on 9 July. At the airport he was met by about 10,000 Tolais including Mr. Kaputin who spoke on their behalf. Mr. Gorton said then, "I know that there are problems which are worrying many Tolai. I know that there are land problems... which are worrying Tolai. I have asked the leaders of the Mataungan Association to meet me today and to discuss these problems but they have refused to do so. Why?"
49. Later in his farewell broadcast on 11 July, Mr. Gorton said, "I can only hope that the call for reasonable discussion will bear fruit, but in the meantime the law must be enforced". He was referring to Mataungan Association members who had occupied administration land at Vudal which the Administration intends to divide into blocks for resettlement (mentioned above). At this time,

it was reported that the Land Board was sitting in the Gazelle Peninsula, considering about 855 applications for the 302 blocks available, each about 20 acres in size.

50. On 17 July it was reported that the Administration would make a final attempt to persuade members of the Mataungan Association to leave the illegally occupied Government land. But if talks failed, a 560-man police squad would move in against some 700 squatters and trespassers.

51. On 25 July it was reported that the Mataungan Association had sent a letter to the Prime Minister, Mr. Gorton, outlining its terms for a peaceful settlement of the dispute over land at Vunapaladig, near Rabaul, New Britain.

52. The Mataungan proposals envisage the distribution of the land among Tolais, or other New Guineans, by a special land commission or committee headed by the man they claim owns it.

"The land should be dealt with through our traditional land negotiation...

"It is true this will be a slower process in economic development, but in the long run it would be a much more constructive programme..."

53. The association also requested that members of the present land board (set up by the Administration to distribute the 302 blocks concerned among the nearly 900 applicants) should not continue to handle any applications for the land.

54. On 27 July, it was reported that the Mataungan Association had rejected proposals by Mr. Leslie Johnson, the new Administrator of Papua-New Guinea, who had taken up his post on 23 July, aimed at solving the dispute.

55. Proposals announced by Mr. Johnson were: An immediate withdrawal of 100 police and a further withdrawal later within the week; appointment of a Mataungan to the Land Board which would mean there would be two Mataungan sympathizers on the Board; that investigations were under way by the Administration to see if additional freehold land could be purchased for redistribution; that the Administration would fully support any viable economic development proposals which were put forward by groups of Tolais; that the Administrator proposed to visit the Gazelle Peninsula the following week and hoped to have discussions with Tolai representatives including Mataungan leaders.

56. Public Service. The public service of the Territory of Papua and New Guinea is constituted under the Papua and New Guinea Act, 1949-1968 and regulated by the Public Service (Papua and New Guinea) Ordinance, 1963-1968. Control of the public service in such matters as the creation and abolition of offices, changes in classification, designation and duties of officers, the determination of salaries and allowances and the making of regulations and determinations under the ordinance is exercised by the Minister of State for External Territories. A Public Service Board composed of four members, two of whom are indigenous persons, is responsible, inter alia, for the proper administration of the public service, for ensuring that adequate arrangements are made for the training of local officers and for their advancement to offices at all levels of the Public Service, and for providing the Minister with reports and recommendations on matters required to be dealt with by him.

57. The policy of the Administering Authority as stated at the thirty-seventh session of the Trusteeship Council is to build up an efficient public service ultimately staffed by Papuans and New Guineans, fully capable of carrying out executive functions of government in a future independent Papua and New Guinea; and, after independence, to assist in providing skilled expatriate staff as a form of aid and as required by the independent government.

58. On 6 February 1970, the Public Service and Arbitration Ordinance, 1969 came into force. The Ordinance has replaced the Arbitrator by a Conciliation and Arbitration Tribunal comprising a chairman, two members and four assistant members who by convention will be indigenous persons. Determinations of the tribunal are subject to assent by the Governor-General.

59. During the period 1968-1970 the numbers of staff classified according to the nature of their appointment status were as follows:

	<u>30 June 1968</u>	<u>30 June 1969</u>
Statutory appointees	36	39
First, Second and Third Divisions Permanent Officers		
Overseas	1,773	1,640
Local	7,747	8,095
Contract officers and employees <u>a/</u>		
Contract officers	2,132	2,700
Employees	104	29
Temporary employees		
Overseas	2,390	2,407
Local	<u>4,319</u>	<u>5,123</u>
Sub-total	18,501	20,033
Mixed race employees	<u>75</u>	<u>53</u>
	18,576	20,086

a/ A contract officer or employee is a person recruited on overseas conditions for a specific period.

60. As at 31 March 1970, there were 1,160 local officers in the Second Division and 12,970 local officers in the Third Division. This represented an over-all increase of 912 local officers over a period of nine months. At 30 June 1969, local officers had represented 65.93 per cent of the total service, while at 31 March 1970 they had represented 66.76 per cent.

61. A Localisation Section was established in the Department of the Public Service Board and commenced operations in October 1969. This section maintains a close liaison with all administration departments in order to select and foster the development of indigenous officers with potential for further training and advancement.

62. A single salary structure, classifying positions on the local officer level, came into effect on 1 August 1968. Overseas officers receive allowances to bring their total remuneration up to existing salary levels, in order to retain their services and recruit replacements to provide expertise and assistance still needed by the public service, but not yet available from local recruits.

63. As from 1 July 1969 local female public servants performing the same work as or very similar work to males, and doing the same range and volume of work as males and under the same conditions, are paid the former male rate.

64. The Department of the Public Service Board carried out training functions for local officers through courses conducted at the Public Service Training Centre (formerly called the Administrative College). During the period under review, 217 students attended seven different courses of one or two years' duration. Twenty short-term courses with an attendance averaging twenty officers for each course were also conducted. There were 279 students enrolled at the Training Centre in 1969.

65. In a speech delivered on 6 July 1970 at Port Moresby, it is reported that the Australian Prime Minister also announced plans for an Australian-based service for expatriates. In order to encourage selected key overseas officers to remain in the service for the present and future good of the Territory, he proposed that those who were permanent officers of the Papua and New Guinea Public Service, and some who were contract officers, would be offered enlistment in a new Australian-based service. He believed the ceiling of the new service should be approximately 1,000. Appointments to the new service would carry a guarantee by the Australian Government of continued employment in the Public Service.

Future of Papua and the Trust Territory of New Guinea

66. In its annual report on New Guinea for the year ending 30 June 1969, the Administering Authority stated that its policy was that the destiny of Papua and New Guinea was to become a self-governing country developed for independence if and when it was clearly demonstrated by the majority of the indigenous population that this was what they wished. The present constitutional arrangements in the Territory were the result of the examination of the Territory's needs by a Select Committee on Constitutional Development of the House of Assembly. The House of Assembly had endorsed the recommendations of that Select Committee and these had also been accepted by the Administering Authority. It further stated that the House of Assembly, in June 1969, had agreed to set up a further select committee to consider ways and means of presenting, and to draft for the consideration of the House, a set of constitutional proposals to serve as a guide for future constitutional development in the Territory.

67. The Governor-General of Australia, in opening the Australian Parliament on 3 March 1970, stated that his Government would take steps to advance Papua and New Guinea further along the road to self-government and eventual independence. His Government did not believe that an arbitrary date for independence of Papua and New Guinea should be set by it, even against the wishes of the people of the Territory, and it would not do so; but it did believe in constant advancement towards self-government. Consideration of major changes in constitutional

arrangements for self-government should await presentation to the territorial House of Assembly of the report of the Select Committee on Constitutional Development, which was at present inquiring into this matter. The thirty-seventh session of the Trusteeship Council was informed by the Administering Authority that further constitutional changes to be put into effect later this year were now under examination.

Economic conditions

68. General. The basis of the Territory's economy continues to be primary production, with agriculture still the most important activity. In the year under review, agricultural products continued to make up approximately 85 per cent of the total value of the Territory's exports. The economy is still largely dependent on copra and copra products. The main activity of the indigenous population is subsistence agriculture, but major cash crops for export are produced in part by indigenous growers. These include copra, cocoa, and coffee.

69. The administering Power continues to regard capital formation as a major problem in the economic advancement of the Territory. It has stated that the investment of outside capital in the Territory has been encouraged subject to suitable safeguards, such as provision for equity participation by indigenes, to protect the interests of the Territory and its people and to ensure that their full participation in the economic life and wealth of their country will not be prejudiced.

70. Economic development programme. In September 1968, a five-year economic development programme (1968/1969-1972/1973) was endorsed by the Territory House of Assembly and the Australian Government. The programme envisaged the expenditure of nearly \$A1,000 million by the Administration over these five years. The programme was deliberately formulated without taking account of the copper mining project on Bougainville Island, which was then only at the investigation stage. According to the administering Power, this project will bring enormous advantages to the Territory. At present, it has created a strong demand for labour, which in turn has had some impact in other areas of economic development.

71. Export income for the whole of Papua and New Guinea for 1968/1969 rose by 9 per cent to a total value of \$US91 million compared with the programme estimate of \$US67 million. While the general picture of primary exports has been pleasing, there are indications that new plantings have fallen short of the programme targets in coconuts, rubber and tea. The number of small-holder blocks becoming available for settlement is well below the programme target. This is related to land tenure problems.

72. In the manufacturing sector, there had been a high rate of expansion in 1968/1969 to \$US70 million for the whole of Papua and New Guinea which was 9-1/2 per cent higher than the 1967/1968 figure of \$US64 million. This achievement has been only \$US200,000 below the development programme target. In the engineering sector the growth rate has been 13 per cent, giving a total output of \$US23 million, slightly above the programme target. In both the food, drink and tobacco sector and other manufacturing sector the growth rates have been 12 per cent, giving an output only fractionally below the programme estimates. Electricity generated has risen to 149 million KWH in 1968/1969 which was 18 per cent higher than the previous year.

73. Imports rose only slightly through the year, but preliminary figures for the first six months of 1969/1970 have shown a rapid increase. The import gap is expected to widen due to the increased level of capital imports necessary for development, and a rising level of consumer goods imports is expected to result from increased incomes. Imports of capital equipment to Bougainville will aggravate the situation up to 1972/1973, after which the position should ease as exports of copper, together with declining requirements for capital equipment at Bougainville, are expected to help narrow the import gap.

74. The administering Power has now decided that the option to take up an equity of \$US27 million, which represented 20 per cent of the Bougainville mining company's total share issue, should be exercised. The Australian Government has already provided the first moiety of \$US13 million to enable this to be done. According to the administering Power, the House of Assembly of Papua and New Guinea adopted the Loans Bill (Bougainville Copper Agreement) on 19 November 1969, which authorized the Administration to borrow \$A25 million for this purpose.

75. With regard to indigenous participation in the economic development programme, in agriculture, it is envisaged that the indigenous people will account for approximately 60 per cent of all new plantings of tree crops. This effort is to be backed by a widespread agricultural extension service.

76. The general question of equity participation by indigenes in overseas-owned enterprises has been under study. The administering Power has announced that it proposes to ask the territorial House of Assembly for legislation to establish a statutory corporation to acquire equity in major investment projects in the Territory. This new institution would have a close link with the Papua and New Guinea Development Bank, and its principal functions will be to take up shares in appropriate enterprises and hold them for future disposal to the people of the Territory, to underwrite local shares issues, and to establish unit trusts or investment companies. It is anticipated that the new institution will make a close study of problems of disposing of its equity to the indigenous inhabitants, and will be in a position to make recommendations as to how this should be done.

77. Public finance. The revenues of Papua and New Guinea are supplemented by a direct, interest-free and non-payable grant from the administering Power. The grant for 1968/1969 was \$A87,271,286 compared with \$A77,594,252 in 1967/1968. Revenues raised within the Territory of Papua and New Guinea, excluding loans, amounted to \$A55,136,914 derived chiefly from import tariffs and direct taxation; this sum compared with \$A49,900,236 in 1967/1968. Total expenditures in Papua and New Guinea in 1968/1969 amounted to \$A149,475,395 compared with \$A134,260,770 in 1967/1968. At 30 June 1969, the public debt of Papua and New Guinea amounted to \$A38,678,810, compared with \$A33,091,898 at 30 June 1968.

78. The value of Papua and New Guinea's trade continued to rise, principally due to that carried through Trust Territory ports. Papuan trade showed a slight decline. Exports totalled \$A75,359,000 in 1968/1969, compared with \$A70,250,000 in 1967/1968. Imports rose from \$A145,303,000 to \$A149,963,000 in 1968/1969.

79. The Papua and New Guinea Development Bank opened in 1967, and has since approved advances amounting to more than \$A8 million. Up to 30 June 1969, the Bank was allocated \$A6 million by the Administration. The 1969/1970 budget provided for a further \$A3.5 million. The annual reports under review state

that 1,217 loans totalling \$A7.7 million have been approved by the Development Bank since the commencement of operations. In addition, the Bank has taken equity in six local companies, amounting to \$A1.6 million and has the option of acquiring share-holdings in three others.

80. In 1967/1968 the Bank approved loans totalling \$US750,000 to 422 indigenous applicants. In 1968/1969 539 such applicants received loans valued at \$US900,000. According to the administering Power indications were that total loans to indigenous in 1969/1970 might exceed \$US1 million.

81. The administering Power has reiterated that the activities of the Development Bank would not be restrained by lack of funds.

82. The head office of the Development Bank is in Port Moresby, but there are regional offices in Lae, Rabaul and Mount Hagen.

83. Land tenure. The administering Power adheres to the long-term objective of introducing a single system of land holding throughout the Territory to provide for secure individual titles. It has reiterated that it is aware that customary land tenure is not satisfactory for economic progress as it frequently lacks the flexibility needed to encourage land development.

84. In the report of New Guinea under review, the Administering Authority has stated that a review of the present policy and land laws of the Territory was currently being undertaken. Mr. S. Rowton Simpson, Land Tenure Adviser to the Ministry of Overseas Development, United Kingdom of Great Britain and Northern Ireland, had visited the Territory during the year and, at the request of the Australian Government, had reported on land tenure problems. This report was tabled in the House of Assembly in August 1969 for study by the Government together with the recommendations on land made by the 1968 Visiting Mission and the International Bank for Reconstruction and Development. It was subsequently debated in November. Based on Mr. Simpson's recommendation, a technical party of officials concerned with land matters had visited Kenya in January 1970. The party considered that while the situations in Kenya and Papua-New Guinea were not the same, they were sufficiently similar for the main outlines of the Kenyan legislation to be adapted to the Territory.

85. In March 1970, the Administration made a statement in the House of Assembly outlining the principles of proposed new legislation which would, in the main, provide for a single register of titles and a single set of procedures for all dealings in land; a new system and procedures for deciding customary ownership, and individual ownership converted from customary ownership, in specially selected areas; a system of control by local bodies over dealings in converted land; and the registration of ownership groups so that they could be registered as owners of land. The Administration is endeavouring to have the legislation adopted and in operation by the end of 1970, so that the first work in the new specially selected areas may commence in 1971.

86. Agriculture and livestock. In 1968/1969, the Territory derived \$A64,635,000 of its total exports from its own produce including coconut products, cocoa, coffee, rubber and timber.

87. For the year ending 30 June 1969, indigenous growers in New Guinea produced 32,027 tons of copra. This represented approximately 28 per cent of the total copra production. Export of cacao beans for 1968/1969 amounted to 23,461 tons, of which indigenous farmers produced 5,485. Exports of coffee beans totalled 14,603 tons, of which 9,410 tons were produced by indigenous farmers.

88. Indigenous growers in both Papua and New Guinea produced 38,644 tons of coconuts for the year ending 30 June 1968, compared with 34,504 at 30 June 1967. Non-indigenous growers produced 91,285 tons at 30 June 1968, compared with 85,855 tons the previous year. Indigenous growers produced a total of 5,546 tons of cocoa for the year 1967/1968, compared with 5,032 tons in 1966/1967. Non-indigenous growers produced 19,189 tons in 1967/1968 compared with 16,068 tons in 1966/1967.

89. Of the 5,724 tons of rubber produced in Papua for the year 1967/1968, indigenous growers contributed only 13 tons. Exports of rubber (5,600 tons) were well below the Development Programme's target of 6,800 tons. Trade estimates for the six months ended December 1969 show a 9 per cent increase over the corresponding figure for the same period in 1968, but it is still below the Programme's target.

90. Indigenous growers produced a total of 9,635 tons of coffee for the year 1967/1968, compared with 10,567 tons for 1966/1967. Non-indigenous growers produced a total of 5,259 tons for 1967/1968, compared with 5,577 tons for 1966/1967.

91. The production of pyrethrum is solely in the hands of indigenous farmers. In 1967, there were 1,394 hectares sown, with 521 tons produced. In 1968, there were 1,060 hectares, producing 428 tons.

92. The Administration of the Territory has entered into negotiations and ultimate agreements for credit and financial assistance to be provided through the International Development Association (IDA) and the IBRD. An agreement between the Administration and the IDA provides for credit to assist in the development of the Territory's oil palm industry at Cape Hoskins. The cost of the smallholder portion of the project was estimated at \$US3.3 million and the IDA would provide credit totalling \$US1.5 million. The remainder of the cost would be met by the Administration. An amount of \$US600,000 from the IDA credit would be made available to the Development Bank of the Territory to re-lend these funds to smallholders for on-farm development and subsistence during the initial period of planting. The five-year development programme provides for an expenditure in excess of \$US13 million by the Administration over four years ending 1971/1972, and IBRD assistance to the extent of \$US6.3 million has been given to supplement this expenditure and to ensure achievement of the projected programme.

93. The administering Power is continuing its policy of research and development in agriculture and the introduction of new cash crops in the Territory. That policy is aimed at diversification of the agricultural sector and increased indigenous participation in all aspects of agriculture. In this connexion agronomic studies of sugar cane varieties are in progress in the Markham Valley and are providing background information for an assessment of whether a local industry would be economic. Results to date indicate that satisfactory yields are obtainable but there are serious insect pest problems. Several sugar cane varieties were introduced from Australia to extend the range being tested.

94. Commercial production of flue-cured tobacco has begun in the Eastern Highlands District in New Guinea. Twenty-five varieties of wheat were brought from Ecuador, continuing the series of introductions seeking varieties adapted to the highlands environment. Other introductions include clover and forage legumes, vegetables, fruit, spices and herbs.

95. Statistics on cattle in the Territory are given in the following table:

<u>Item</u>	<u>1966/1967</u>	<u>1967/1968</u>	<u>1968/1969</u>
Total stock (in thousands)			
Administration	7.5	8.6	10.2
Indigenous	3.6	4.4	5.9
Non-indigenous	38.9	46.3	52.1
Total	50.0	59.3	68.2

96. According to the administering Power, the quality of cattle in the Territory is, in the main, good. The number of cattle, although low, is increasing at the rate of about 14 per cent per annum. Locally killed beef provides only part of the Territory's beef requirements, and there is also scope for the expansion of production of milk and dairy products.

97. A specialist livestock officer (artificial breeding) has been appointed and works from Goroka in the Eastern Highlands. He will initially be concerned with the setting up of an artificial breeding scheme amongst the indigenous owned cattle of the Eastern Highlands and Chimbu Districts where there is a relatively high density of cattle serviced by an adequate road system.

98. The annual report on New Guinea under review states that the Arona Land Settlement Scheme in the Eastern Highlands was at present being surveyed; it was hoped that twelve blocks of about 80 hectares each would be leased to indigenous cattle owners in 1969/1970. In addition, two indigenous cattle owners were successful in acquiring land for grazing purposes, one of 264 hectares in the Western Highlands, and one of 240 hectares near Kainantu, in the Eastern Highlands.

99. No new large areas of grazing lands were thrown open for selection during the year. It was hoped that new areas would be available in the Jimi Valley of the Western Highlands and of the Ramu Valley of the Madang District during 1969/1970.

100. The traditional form of land ownership places some restriction on the development of the livestock industry as it does on other forms of agriculture. Unlike arable land, however, where individual use rights often apply, open grassland is in the main available to all members of a group or clan. Indigenous cattle projects which operate on a group or village basis have been introduced. Cattle are herded on communally owned grassland adjoining an enclosed area of improved pasture to which they are confined only at night.

101. Fisheries. The most important development of commercial fishing is along the Papuan coast. Fish exports from Papua totalled 430,816 pounds, valued at

\$A330,668 in 1968/1969, compared with 1,021,902 pounds valued at \$A1,030,336 in 1967/1968. Shell exports from Papua and New Guinea were estimated to total \$A68,967 in 1968/1969, compared with \$A87,961 in 1967/1968.

102. In the annual report on New Guinea under review the Administering Authority stated that a two-man United Nations Development Programme (UNDP)/Food and Agriculture Organization (FAO) survey team carried out an investigation of the potential for a local tuna fishing industry during May 1969 and would advise the Administering Authority on the potential for the development of such an industry. A UNDP/FAO fisheries expert had surveyed the fisheries potential and indicated promising lines of investigation.

103. A joint Australian-Japanese tuna venture has started a practical survey in New Guinea. The venture has not reached a stage on which any prediction may be made as the survey is estimated to take one year initially.

104. Forests. At 30 June 1969, the area of forests under exploitation within the Trust Territory of New Guinea was 422,134 hectares. At the same date, the area exploited in Papua was 163,457 acres. The timber yield of the Territories was 146 million super feet, of which 136.6 million super feet come from New Guinea.

105. According to the Administering Authority, the second phase of the consultants' report of the feasibility of establishing a timber industry on 168,000 hectares in New Britain has been completed and was at present being studied.

106. Mining. According to forecasts, the Bougainville copper project will provide the Territory with an annual revenue in excess of \$A50 million by the end of the 1970s. The people on Bougainville Island will also benefit from attendant development - road-building utilities, local purchases by the company, increased employment and an opportunity to acquire new skills and attain responsible positions. The financing of the project has previously been explained (A/7752/Add.1, appendix VII, para. 36).

107. Under the Bougainville Copper Agreement, the Administration was to provide land for a town and port. The town is to be the biggest in Bougainville, and the choice of site there had to be suitable to the people. The Special Representative of the Administering Authority informed the thirty-seventh session of the Trusteeship Council that the developments associated with the project have touched directly four villages at the mining site, two at the proposed port area and, less seriously, a number of villages along the road between the two sites. It was doubtful to him if more than 8,000 people out of the total population of Bougainville of 80,000 had been directly affected by the construction activities of the mining company.

108. Indigenous owners of the land required for the copper project were receiving both cash payments, including compensation and assistance to re-establish themselves on other land. In one particular case the indigenous owners had chosen to take part of their compensation in the form of 7,000 shares in the mining company. On the actual mining site landowners would also receive royalty payments on the metals mined.

109. The company, in co-operation with the Administration was also making extensive efforts, not only to provide training for indigenous employees, but also to ensure that the secondary effects of the venture resulted in the economic development of the whole area, and the maximum participation by the local people in the benefits of this development.

110. For some time prior to and throughout the negotiations the Administration consulted the people of the area, and the House of Assembly was kept fully informed by progress reports. The adviser to Special Representative, Mr. Aloysius Noga, local government councillor from Bougainville, further informed the Trusteeship Council that a satisfactory agreement had been obtained by the owners of the land, the Administration and the company. Bougainville had had, in past years, a good reputation for its cocoa and copra, and now it increased its pride, when it knew that it could also export copper. Perhaps wrong conclusions had been drawn about the negotiations and the actual work of the company, but copper mining at Panguna was a sure way of promoting the economy, in particular of Bougainville, and the Trust Territory of New Guinea. The peoples of the mining areas now enjoyed the benefit of the good roads. They could now with ease and convenience bring out their cash crops which had formerly been carried on the shoulders for a distance of miles. The ordinary Bougainvillian, New Guinean, and Papuan could now find himself a job to earn his living.

111. Industries. Traditionally, secondary industry in the Territory is concerned mainly with the processing of primary products for export. Manufacturing is still at an early stage of development and many industries depend heavily on imported raw materials. Indigenous involvement at entrepreneurial levels in larger manufacturing enterprises is not extensive. Among the incentives offered under the Industrial Development (incentives to Pioneer Industries) Ordinance, 1965-1969, are provisions for complete exemption from Territory income tax to companies engaging in approved pioneer industries for their first five years of commercial operation. On 30 June 1969, 32 industries had been declared pioneer and 33 companies granted pioneer certificates.

112. Indigenous entrepreneurs receive advice in business management from business advisory services located in the main centres to encourage them to engage in manufacturing industries. The Development Bank is empowered to provide credit for indigenous enterprises where such credit is not readily available on reasonable terms and conditions from commercial banks.

113. There were 2,089 companies registered under the Companies Ordinance of Papua and New Guinea at 30 June 1969. Of these, 1,725 were local companies and 364 were registered as foreign companies.

114. Tourism. The Papua and New Guinea Tourist Board established in 1966 has encouraged regional tourist offices to be set up in Port Moresby, Rabaul, Lae, Madang and the Eastern Highlands to develop local attractions and improve facilities for tourists. The Board has joined the Pacific Area Travel Association as a full government member, and the Territory's participation in international tourist activities is expected to increase in the years to come.

115. Co-operatives. The largest and oldest form of indigenous business enterprise in the Territory is the co-operative movement. Membership of this movement exceeds 110,000. Members are organized in more than 300 societies, most

of which are concerned with the marketing of primary produce or the operation of village stores. These societies have now been organized in a Territory-wide Federation, with several subsidiaries including a wholesale society and an investments society. To provide training for the elected Directors and officers of co-operatives there is a Co-operative Training College at Port Moresby, which the Administration hopes will shortly be enlarged and extended with aid from the United Nations Development Programme. Co-operatives are assisted and guided by the Department of Trade and Industry's Division of Co-operative Extension.

116. Transport and Communications. At 30 June 1969, expenditures on road and bridge construction and maintenance totalled \$A11,318,528. At the same date, there were 5,216 miles of vehicular roads, with 4,025 miles suitable for medium to heavy traffic and 1,191 miles suitable for light traffic and at intermittent access. With the extension and improvement of the road system, road transport services continue to increase. The principal all-weather roads begin at the main ports, and road transport services now carry a significant volume of inward and outward traffic in adjacent areas.

117. The Department of Posts and Telegraphs is proceeding with its plans to upgrade all telephone, telegraph and trunk line services. At present it is intended to construct a total of 47 telephone exchanges with a capacity of 22,600 lines by June 1974. Of these lines, 21,810 will be connected with automatic exchanges and approximately 90 per cent of these connexions will have long-distance dialling facilities. It is anticipated that this will also lead to the introduction and expansion of a Territory-wide Telex service. Financial assistance for the provision of these facilities will be given by the International Bank for Reconstruction and Development to the extent of \$US6.3 million over the four years to 1971/1972. This will be supplemented by Administration expenditure to the extent of \$US8.2 million.

118. In June 1969, two indigenous trainee pilots successfully completed their training and were awarded Australian commercial pilots licences. They are to be employed by a Territory-based airline. Four scholarships were awarded in February 1969 and two scholarship holders have been awarded private pilots' licence. The other two are still training. It is expected that two more scholarships will be awarded in the coming year.

119. The Administering Authority stated in the report on New Guinea under review that the final report on transport and communications by the United Nations Development Programme consultants was to be considered by the Administration and the Australian Government after its presentation in September 1969. These examinations had not yet been completed.

Social conditions

120. Racial discrimination. In the annual reports under review, the administering Power has stated that all elements of the population are secure in the enjoyment of human rights and fundamental freedoms with no discrimination on grounds of race, sex, language or religion. It is still considered necessary, however, to retain certain legislative provisions in order to protect the interests of the indigenous people in such fields as land acquisition and employment.

121. Labour. There were 80,138 indigenous persons in paid employment in New Guinea at 30 June 1968, and 35,379 in Papua. Private industry employed 63,533 in New Guinea, of whom 38,821 were employed in primary production. The Administration and the Commonwealth Government employed 16,605. Comparable figures for Papua covering the same period were 23,891, 9,097 and 11,488 respectively.

122. At 30 June 1969, the following district staff, both indigenous and expatriate, were employed by the Department of Labour in New Guinea: 3 regional labour officers, 14 labour inspectors, 12 employment officers and 24 other indigenous staff. In Papua, at the same date, the staff comprised 1 regional labour officer, 5 labour inspectors, 2 employment officers (both local) and 8 other indigenous staff. A workshop for all regional labour officers has been held in Port Moresby to ensure, among other things, uniformity of activity occasioned by departmental decentralization.

123. At 31 December 1969, there were twenty-seven workers' associations with a total membership of 17,853. These include workers' associations at Lae, Wau-Bulolo, Goroko, Mr. Hagen, Madang, Wewak, Lorengau, Kavieng, Rabaul, Cape Rodney, Samarai, Popondetta, Port Moresby and Daru.

124. The Bougainville Catholic Teachers' Association, the Senior Police Officers Guild, the Western District Workers' Association, the Central District Waterside Workers' Union and the Central District Building and Construction Industry Workers' Union were registered as industrial organizations during the period under review.

125. Also during the period under review agreements between the Employers' Federation of Papua-New Guinea and the respective workers' associations regulate rates of pay and conditions of employment of ships' crews operating out of Port Moresby and all ports in the Milne Bay District.

126. The Apprenticeship Ordinance, 1967, which came into operation in February 1968, provides for apprenticeship in specific trades leading to the granting of trade certificates. Apprenticeship is controlled by an Apprenticeship Board. The apprenticeship scheme enables apprentices who complete their indentures and pass their final trade examinations to gain recognition as skilled tradesmen. At 30 June 1969, there were 871 New Guineans and 563 Papuans under apprenticeship agreements of whom 359 and 422 respectively, were training in Papua. A total of 303 New Guinean and 277 Papuan apprentices have completed their training and received trade certificates.

127. In the annual reports under review, the administering Power has stated that Administration officers are available to assist industrial organizations to obtain registration and develop their own administrative procedures. The apprentice training schemes for indigenes has been expanded to provide training, both in Papua and New Guinea and overseas, for apprentices and supervisory staff. This training will be available to employees in both the public and private sectors.

128. A board of inquiry was established in January 1970, under the Industrial Relations Ordinance, to investigate and report on the level and component of the rural minimum wage for the Territories. The Board was required to consider the needs of employees and the capacity of the economy to pay. It will also study increased efficiency of management.

129. The Public Service Conciliation and Arbitration Ordinance, 1969 came into force on 6 February 1969, replacing the Arbitration (Public Service) Ordinance 1952-1965 (see paragraph 50 above). The new ordinance places greater emphasis on conciliation than did former legislation. A memorial claiming general salary increases for local officers has been lodged under the new Ordinance by the Public Service Association of the Territories.

130. Public health. At 30 June 1969, there were 112 administrative hospitals in the Territories. Four of these were tuberculosis hospitals, four were leprosy hospitals and two were combined leprosy and tuberculosis hospitals and one was a mental hospital. In addition, there were 1,177 aid posts throughout the Territories.

131. At 30 June 1969, there were 32 specialist medical officers (including 1 indigenous officer) and 96 medical officers (including 20 indigenous officers) employed by the Administration in both Papua and New Guinea. In addition there were 55 non-Administration medical officers.

132. According to the annual reports, during the period under review there were forty-four dental clinics in both Papua and New Guinea staffed by eighteen dental officers, fifty-one dental nurses/assistants and eleven dental technicians.

133. Because of the appearance of a new influenza strain in 1963, a mass vaccination campaign was initiated by the Health Department when the widespread nature of the epidemic became apparent. The Administration is maintaining an indefinite surveillance over all vaccinated areas. As a result of the epidemic, an Epidemiology Division has been established in the Department of Public Health, among other things to study and advise on epidemics, increased research into pneumonia deaths, additional health units in rural areas with improved staff and drug holdings and preparation of an emergency plan to meet similar circumstances.

134. The first of a series of family planning courses commenced in March 1969. The first course was for maternal and child health nurses from different parts of Papua and New Guinea, and included both mission and Administration staff. Later courses are to be open to other health and social workers interested in family planning. The object of the course is to enable health workers to give advice and help in all aspects of family planning.

135. The World Health Organization (WHO) is giving courses in village midwifery training and practice and strengthening and extending village midwifery services in Papua and New Guinea. Its programme of assistance in 1969 consisted mainly of advisory services and fellowships. WHO was also associated with an applied nutrition education and training project which was financed by the United Nations Children's Fund (UNICEF). The financial provisions for WHO's total programme of assistance to Papua and New Guinea amounted to \$US39,000 in 1969 and would be \$US84,505 in 1970 and \$US110,708 in 1971. It was expected to expend \$US12,560 to assist the Territories in the field of health education in 1970.

136. Expenditure on health services during the year ended 30 June 1969 amounted to \$A24,021,888 including \$A189,776 for hospital and medical equipment. Capital expenditure on hospital buildings and facilities totalled \$A2,759,000 while grants to missions for health services amounted to \$A670,437.

137. Housing. According to the annual reports under review, 1,157 dwelling units valued at \$A8,990,000 were completed in the year ended 30 June 1968. At the same time, 302 dwelling units were under construction valued at \$A2,503,000. On 31 March 1969 (covering a period of nine months), 507 dwelling units valued at \$A4,386,000 were completed, while 313 dwelling units valued at \$A2,445,000 were under construction.

Educational conditions

138. In New Guinea, during 1968/1969, the number of administration schools increased from 358 to 385 and the number of pupils enrolled from 56,293 to 60,325, while the number of recognized mission schools decreased from 923 to 892 and enrolments increased from 100,721 to 103,473. In Papua, the number of administration schools increased from 170 to 184 for the same period, while the number of pupils enrolled increased from 32,276 to 33,562. The number of recognized mission schools in Papua decreased from 375 to 344 and enrolments decreased from 39,426 to 38,147. In the annual reports under review, the administering Power states that exempt schools are no longer included in the statistics on this subject since they have not reached the minimal requirements for a subsidized school.

139. In 1969, the total number of children enrolled in primary schools in New Guinea was 149,026. Of these, 51,626 were attending Administration schools and 97,400 were at recognized mission schools. The total number enrolled in primary schools in Papua at the same time was 64,363. Of these 23,520 were attending Administration schools and 35,840 were at recognized mission schools.

140. Pupils enrolled in primary "A" schools in New Guinea in 1968/1969 numbered 4,008 and those enrolled in primary "T" schools totalled 145,018. In Papua, there were 2,600 enrolled in primary "A" schools and 61,763 in primary "T" schools.

141. In New Guinea, secondary education was provided at 1 Administration high schools and 24 mission high schools. In 1969, high school enrolment was 5,279 in the Administration high schools and 4,793 in mission high schools, compared with 5,060 and 4,121 in the previous year. In Papua, there were ten Administration and nine mission high schools. In the same period, 3,604 were enrolled in Administration high schools and 1,903 in mission high schools, compared with 3,419 and 1,713 in the previous year.

142. The number of integrated dual curriculum primary schools in Papua and New Guinea has risen from four to eleven and an experimental school has been established at the University of Papua and New Guinea, where further research is being conducted into the development of a curriculum and school organization to meet the needs of both indigenous and expatriate children in the Territory.

143. The United Nations is providing assistance through a UNICEF/UNESCO science teaching project to promote the introduction of science into the primary school curriculum. Following completion of a pilot project, the teaching of science in primary schools will be introduced in 1970 and kits of science apparatus will be supplied to some 360 schools. UNICEF has allocated \$US275,000 to that part of the project relative to secondary schools. Equipment supplied under the project was received in the Territory high schools during the year under review.

144. Technical education is provided at technical schools/colleges and vocational centres. Special training in commercial and business studies is offered at commercial training centres. Also, training in manual arts is offered in Administration and some mission high schools enrolment of students at the various types of Administration technical schools in Papua and New Guinea totalled 3,539 in 1969. Of this number, 2,245 were in vocational centres and 1,294 in technical schools. There were two technical schools and thirteen vocational centres conducted by missions with a total enrolment of approximately 480.

145. Teacher-training courses are conducted at Administration and mission colleges. Administration colleges conduct two-year primary courses, secondary training teaching courses of three years' duration and technical teaching courses ranging from six months to two years. At 30 June 1969, the total enrolment in all teacher-training colleges in the Territory of Papua and New Guinea was 432 in Administration colleges and 798 in mission colleges. The corresponding figures in 1968 were 399 and 677.

146. The demand for in-service training continues to increase and is being met by the senior officers' course, short training course on a regional basis, correspondence courses and overseas tours. The former senior officers' course held since 1963 has been replaced by special courses of six months' duration for senior indigenous teachers who have demonstrated outstanding ability. A continuous full-time training programme has been arranged to prepare these officers for responsibilities as headmasters of primary schools.

147. In 1968/1969, expenditure by the Administration on education in New Guinea was \$A11,296,000 compared with \$A10,271,000 for the preceding year. Grants-in-aid provided for mission schools totalled \$A1,909,000, compared with \$A1,528,000 in the preceding year. Mission expenditures from their own funds were \$A2,250,000 in 1968/1969, compared with \$A2,931,000 in 1967/1968.

148. For the same period, expenditure by the Administration on education in Papua was \$A5,988,000, compared with \$A5,335,000 for the preceding year. Grants-in-aid provided for mission schools totalled \$A591,000, compared with \$A71,000 in the preceding year.

149. The University of Papua and New Guinea offers degree and post-graduate courses in arts, law and science and diploma courses in education. A permanent council of the University which includes two indigenous members, was appointed in November 1968. The enrolment in 1969 was 268, compared with 197 for the previous year. There were 618 student enrolments in the first semester of 1970. In 1969, the University received a grant of \$A3.65 million from the Administration.

150. The Institute of Higher Technical Education, which began its first courses in 1967, is now established at Lae. It offers diploma courses in civil engineering, surveying, mechanical engineering and accountancy. In 1969, student enrolment was 140; enrolments in 1970 reached 214. In the period under review, it attained a total expenditure of about \$A6.6 million.

151. Other specialized institutions in the Territory are the Vudal Agricultural College, the Medical College at Port Moresby, the Forestry School at Bulolo and the Police Training College at Bamana (Papua).

152. Apart from scholarships offered by the Reserve Bank of Australia and the Walter Strong Trust Fund, most of the scholarships available for higher education in Australia have been offered by the Administration. The scholarships cover all tuition fees and other expenses. According to the administering Power there are fourteen Papuan and New Guinean students at Australian tertiary institutions in the fields of agriculture, economics, engineering, law, pharmacy and social studies.

153. During 1969, there were 4,498 subject enrolments in the field of adult education. These include full correspondence courses, after hours classes and tutored correspondence courses.

154. The recommendations of the Advisory Committee on Education in Papua and New Guinea has been accepted by the House of Assembly and by the administering Power. Legislation is now being planned to establish a Territory Education Board, representing all significant sectors of territorial education to plan for educational development for the whole of the Territory, and to create a Territory teaching service as an employing authority for all teachers. All teachers within this service would have salaries paid by the Administration and this would increase educational costs in Papua and New Guinea by about \$US7.31 million in the remaining three years of the present five-year plan period.

B. COCOS (KEELING) ISLANDS^{i/}

General

155. The Territory of Cocos (Keeling) Islands consists of twenty-seven small coral islands in two separate atolls with a total land area of about five-and-a-half square miles (14.3 square kilometres). It is situated in the Indian Ocean, approximately 1,720 miles north-west of Perth and 2,200 miles west of Darwin, Australia. The administrative headquarters of the Territory are located on West Island.

156. The islands were uninhabited until 1826, when the first settlement was established by Alexander Hare, an Englishman. The largest population group is formed by the descendants of the original Malayan settlers brought to the Territory in 1827 by John Clunies-Ross, a Scottish seaman. These people, known as Cocos Islanders, live on Home Island. Europeans form the other population group in the Territory, comprising the Clunies-Ross family, employees of Government departments, the Shell Company (Pacific Islands), Limited and Commonwealth Hostels, Ltd. and their families.

157. The population of the Territory at 30 June 1969 was 607 compared with 622 in the previous year, made up as follows:

^{i/} The information presented in this section has been derived from public reports and from information transmitted to the Secretary-General by Australia under Article 73 e of the Charter on 3 June 1970 for the year ended 30 June 1969.

<u>Place</u>	<u>Race</u>	<u>Number</u>
West Island	Europeans	124
Home Island	Cocos Islanders (Malays)	480
	Europeans	3
Total		<u>607</u>

Political and constitutional developments

158. Status. In 1857 the Islands were formally declared part of the British Dominions. On 23 November 1955, the Islands ceased to form part of the Colony of Singapore and were accepted as a Territory under the authority of the Commonwealth of Australia, to be known as the Territory of Cocos (Keeling) Islands. The Territory is administered by the Government of Australia in accordance with the terms of the Cocos (Keeling) Islands Act 1955-1966. Persons born in the Territory on or after 23 November 1955 are Australian citizens and British subjects. However, for those who, immediately before 23 November 1955, were British subjects ordinarily resident on the islands but not Australian citizens, provisions were made for them to become Australian citizens, if they so wished. Sixty-four Cocos Islanders have been granted Australian citizenship under these provisions.

159. Constitution. The basis of the Territory's legislative, administrative and judicial systems is the Cocos (Keeling) Islands Act 1955-1966, which is administered by the Australian Minister of State for External Territories. Under this Act, the laws which were in force in the islands immediately before the date of transfer have been continued in force, subject to any variation made by ordinances of the Territory.

160. Commonwealth Acts do not apply to the Territory unless expressed to extend thereto. The Cocos (Keeling) Islands Act empowers the Governor-General to make ordinances for the peace, order and good government of the Territory. These ordinances are required to be tabled in the Parliament of the Commonwealth of Australia and are subject to disallowance in part or whole by the Parliament.

161. An official Representative, who is appointed by the Minister of State for External Territories, exercises such powers and performs such functions in relation to the Territory as are delegated to him by the Minister under the Cocos (Keeling) Islands Act 1955-1966 or are otherwise conferred on him under the Act or by or under any other law of the Territory. At present, he is responsible for general administration, including health and education.

162. In addition to the Department of Territories, a number of other Commonwealth departments are represented in the Territory, either directly or through the agency of other departments. These include, inter alia, the Prime Minister's Department, the Department of the Interior and the Department of Works.

163. Electoral system. There are no elected offices in the Territory.

164. Judiciary. The courts exercising jurisdiction in the Territory are the Supreme Court, the District Court, the Magistrate's Court and the Coroner's Court. The Supreme Court consists of a judge who visits the Territory and presides over sittings as and when required. It is a superior court of record

and appeals against its judgement may be taken to the High Court of Australia. There is no longer a Special Magistrate in the Territory. There were no cases for hearing by the courts in 1968-1969.

165. Political parties. No information is available concerning political parties.

Economic conditions

166. The islands consist of coral and limitations of the soil and fresh water supplies impede the development of agriculture. Small quantities of vegetables are grown on Home Island. Small plots of papaws and bananas have been successfully grown on Home, Direction and West Islands. Fresh fruits and vegetables are imported. Large numbers of fish are caught both in the lagoon and in the open ocean for local consumption.

167. The economy of the Territory is based on the aviation and other facilities maintained by the Australian Government and commercial organizations, and on the production and export of copra, which forms the staple local industry. Exports of copra during 1968-1969 were 197 tons, compared with 476 tons in 1967-1968. The reduction was due to the cyclone "Doreen" which inflicted damage to coconut trees.

168. The Clunies-Ross Estate has a slip way and shipwright's shop for building and maintenance of small craft and also a powerhouse and a modern fully equipped comprehensive workshop. Practically every household has one or more jukongs (small sailing boats) for fishing and travel between the islands.

169. Public finance. Imports are admitted free of customs duty. The Cocos (Keeling) Islands Act exempts from customs duty goods which are imported into Australia from the Territory provided the goods: (a) are the produce or manufacture of the Territory; (b) have been shipped in the Territory for export to Australia; and (c) are not goods which, if manufactured or produced in Australia, would be subject to a duty or excise.

170. Total revenue amounted to \$A10,486 in 1968/1969, compared with \$A9,120 in the previous year. Expenditures for 1968/1969 totalled \$A469,081 compared with \$A322,577 for 1967/1968.

171. Land. Under the indenture granted in 1886, all land in the Territory above the high water mark is held in perpetuity by the Clunies-Ross family. The grant was made subject to conditions allowing Her Majesty to resume any of the land for public purposes without compensation other than for the value of cultivated crops or buildings or other work on the land resumed; to provide for the establishment of a telegraph station, and to prevent alienation of land to other persons without assent of the Crown.

172. The following agreements were effective during the year under review between the Clunies-Ross Estate and the Commonwealth: (a) the purchase in 1951 of 367 acres 2 roods 3 perches on West Island (mainly taken up by the aerodrome and administrative centre) and 2 roods 35 perches on Direction Island (all formerly conveyed to the Commonwealth in 1955), and in 1962 of a further 13.8 perches on West Island less the area of the 1963 conveyance back to the Clunies-Ross Estate of three small parcels totalling 3 roods 10 perches on West Island no

longer required; (b) the 1959 lease of 5 acres 3 roods extending the south side of the radio transmitter site on West Island and the 1967 licence agreement for occupation of approximately 7.5 acres to extend the northern boundary. This agreement also included access to and use of facilities and casements in various parts of Direction and West Islands and access for Commonwealth personnel to beach areas for recreation purposes.

173. The Shell Company (Pacific Islands) Limited leased from the Clunies-Ross Estate a site near the West Island jetty for a bulk fuel storage depot.

174. Transport and communications. An international airport with full radio facilities is established on West Island under the control of the Commonwealth Department of Civil Aviation. A fortnightly charger service was conducted by two Australian domestic airlines until September 1968 when the two commenced three-weekly services. Bismark Airlines continues to use Cocos occasionally for refuelling their freight and passenger planes operating on charter between the United Kingdom and Australia.

175. There is no wharf in the Territory where ships can berth. A shipping service operated to the Territory at intervals of about four months during the year. The vessel normally used was under charter to the Keeling Navigation Company, an enterprise formed by the Clunies-Ross Estate and a Western Australian shipping firm.

176. Fuel and oils were imported by the Shell Company (Pacific Islands) Limited in tankers owned and operated by the company. All aviation fuel and petroleum products, imported in bulk by the vessels, were pumped ashore to the company's bulk storage depot on West Island.

177. A reasonably good unsealed road connects the main settlement area with the jetty and the bulk fuel storage depot on West Island, about four and one-half miles from the airport and main settlement.

178. From April 1967, the five existing high-frequency radio telephone channels for communication with aircraft have been equipped with three high-powered transmitters. This allowed communication with aircraft on their route several hundred miles south of Cocos and they can also be used for general long distance communication with ships.

179. In 1902 a cable telegraph station was established in Direction Island allowing communication between Australia and London via the Indian Ocean. The station was closed down by Overseas Telecommunications Commission (Australia) on 31 July 1966 and telecommunications with Australia are now the responsibility of the official representative.

180. The meteorological station on the Island is the only permanent weather station established in the Indian Ocean by the Commonwealth Bureau of Meteorology. The Ionospheric Prediction Service established on West Island transmits regular reports for use in meteorological forecasting and other scientific activities.

Social conditions

181. Labour. The copra industry operated by the Clunies-Ross Estate provides the main source of employment for Cocos Islanders. The Estate provides housing, rations, medical services, clothing subsidies and pension benefits for its workers, in addition to a cash wage. Social services comprise pensions in excess of 50 per cent of wages for workers who have reached sixty-five years of age.

182. On attaining fourteen years of age each Cocos Island boy is given the opportunity to be trained in carpentry (including boat-building), metal work, electrical work, painting, plantation work and fishing. Women are employed mainly in copra processing.

183. The Territory's isolation has created problems of overseas staff recruitment for both government authorities and private organizations. Single staff on West Island are engaged for a period of one year while married staff are engaged for two years. Terms may then be extended by mutual arrangement. Special allowances to offset the extreme isolation of the Territory are paid to all Government staff employed on the islands.

184. Housing. On West Island, houses with modern facilities are provided for married personnel. Single men are accommodated in quarters with mess facilities. On Direction Island there are single staff quarters for employees of the marine aviation section of the Department of Civil Aviation.

185. Wells on Home and West Islands tap underground reservoirs of fresh water. Rain water tanks have been installed at most residences on West Island for domestic use to supplement the reticulated supply from wells. Well water on West Island is softened and chlorinated at the well storage before it is pumped to a central water storage tower from which it is reticulated for domestic purposes.

186. Public health. A medical officer and two nursing sisters provided by the Department of External Territories are responsible for public health matters in general. A four-bed hospital is equipped to handle most surgical and medical emergencies. Dental treatment is provided by a dentist of the Australian Department of Health who visits the Territory twice yearly.

187. Residents on West Island, other than children under 16, are charged for medical, hospital and dental treatment. Medical services to the Home Island community are provided through the Administration medical officer at an annual fee of \$A375 paid by the Clunies-Ross Estate. This included hospitalization of estate personnel.

Educational conditions

188. There is a primary school on West Island which follows the syllabus of the Western Australian Department of Education. That department provided two teachers and inspected the work of the school. The costs of education, including the provision of teaching materials, are met by the Administration.

189. At 30 June 1969, twenty primary pupils were accommodated in the West Island School, six less than in the previous year. In addition, five pupils were

following secondary school courses in 1969, while four pupils were attending secondary schools in Australia.

190. A school for Home Island children was re-established by the Clunies-Ross Estate in 1967. Teaching is conducted in Malay, and English is taught as a foreign language. Four classrooms accommodated about seventy children in 1968/1969.

CHAPTER XV

BRUNEI

A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 737th meeting, on 13 April, the Special Committee, by approving the forty-seventh report of the Working Group (A/AC.109/L.623) decided, inter alia, to refer the question of Brunei to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 777th meeting, on 3 November.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2548 (XXIV) of 11 December 1969, as well as other resolutions of the General Assembly, particularly 2592 (XXIV) of 16 December 1969, concerning twenty-five Territories including American Samoa, the Cocos (Keeling) Islands, Gilbert and Ellice Islands, Guam, New Hebrides, Niue, Pitcairn, Solomon Islands and the Tokelau Islands, by operative paragraph 8 of which the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fifth session on the implementation of the present resolution".
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex to the present chapter) containing information on the latest developments concerning the Territory.
5. The Special Committee also had before it the report of Sub-Committee II entitled "Review of work (1970)", 1/ paragraph 7 of which read as follows:

"7. ... the Sub-Committee decided that owing to lack of time it would be unable to consider Brunei this year."

B. DECISION OF THE SPECIAL COMMITTEE

6. At its 777th meeting, on 3 November, following a statement by the Chairman (A/AC.109/PV.777), the Special Committee, in noting the above-quoted decision of the Sub-Committee, decided to transmit to the General Assembly the working paper referred to in paragraph 4 above in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives that the General Assembly might give in that connexion, to consider the Territory at its next session.

1/ A/8023 (part I), annex I.

ANNEX*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
INFORMATION ON THE TERRITORY	
1. General	1 - 2
2. Political and constitutional development. .	3 - 14
3. Economic conditions	15 - 27
4. Social conditions	28 - 33
5. Educational conditions	34 - 38

* Previously issued under the symbol A/AC.109/L.650.

1. General

1. The Territory of Brunei is situated on the northern coast of the island of Borneo. It comprises two enclaves in north-east Sarawak, separated from each other by the valley of the Limbang River. The Territory covers an area of about 2,226 square miles (5,765 square kilometres), with a coastline of about 100 miles. The capital of Brunei is Brunei Town, with a population of 52,973.

2. The estimated population of Brunei in 1968 was 120,000. At the 1960 census the population was approximately 84,000, consisting of 59,000 indigenous persons, of whom 47,000 were Malays, and 25,000 non-indigenous persons, of whom 22,000 were Chinese.

2. Political and constitutional developments

Status

3. Brunei became a British-protected State following a treaty signed by the Sultan with the United Kingdom Government in 1888. Under this treaty, the Sultan agreed that the United Kingdom should be responsible for Brunei's defence and external affairs. A supplementary agreement in 1906 provided for a British Resident to represent the United Kingdom in Brunei. Between 1942 and 1945, Brunei was under Japanese military occupation. Under a new agreement signed in 1959, the post of British Resident was replaced by that of High Commissioner and the United Kingdom Government continued to be responsible for Brunei's defence and external affairs. Under the same agreement, the Sultan agreed to accept the advice of the High Commissioner on matters other than the Moslem religion and Malay custom.

4. The High Commissioner represents the United Kingdom Government in the State of Brunei and exercises the United Kingdom's responsibilities for the defence and external relations of the Territory.

Constitution

5. Formerly, a State Council of twelve members, consisting of the Sultan as president, the British Resident and nominees of the Sultan, advised the Sultan in the exercise of his executive and legislative functions. In 1959, the Sultan promulgated a Constitution which replaced the State Council with three separate

^{a/} This section is based on published reports and on information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter on 4 September 1969 for the year ending 31 December 1968.

bodies: a Privy Council, an Executive Council and a Legislative Council. On 6 January 1965, the Constitution was amended to provide for general elections to the Legislative Council; at the same time, the Executive Council was renamed the Council of Ministers. The main provisions of the Constitution are set out below.

(a) Sultan

6. Supreme executive authority is vested in the Sultan. His assent is required for all bills passed by the Legislative Council. A Mentri Besar (Chief Minister) who is one of the ex officio members of the Legislative Council and the Council of Ministers is responsible to the Sultan for the exercise of all executive authority in the State. The Chief Minister is assisted by a State Secretary, an Attorney-General and a State Financial Officer, all of whom are appointed by the Sultan.

7. In October 1967, Sir Omar Ali Saifuddin, Sultan since 1950, announced his abdication. His son, Crown Prince Hassanal Bolkiah, was crowned as Brunei's twenty-ninth Sultan on 1 August 1968.

(b) Privy Council

8. The Privy Council, presided over by the Sultan, advises the Sultan in matters concerning the amendment of the Constitution and/or any other matters at the Sultan's request. It consists of the Chief Minister and five other ex officio members, the High Commissioner, and any other persons the Sultan may appoint.

(c) Council of Ministers

9. The Council of Ministers, which is presided over by the Sultan, comprises the High Commissioner, six ex officio members (including the Chief Minister), and four Assistant Ministers appointed from the unofficial members of the Legislative Council. The Constitution provides that in the exercise of his powers and in the performance of his duties, the Sultan shall, with certain exceptions, consult with the Council of Ministers. He may act in opposition to the advice given him by a majority of the members of the Council, but must record fully in the minutes of the Council the reason for his decision.

(d) Legislative Council

10. The Legislative Council is presided over by a Speaker and consists of six ex officio, five nominated and ten elected members. The Speaker is appointed by the Sultan either from among the membership of the Council or from outside it. Subject to the assent of the Sultan, the Council may make laws for the peace, order and good government of the State. It may not proceed upon any bill, motion or petition concerning certain matters, particularly financial matters, without the prior approval of the Sultan. If the Council fails to pass a bill which has been introduced or to carry a motion which has been proposed, the Sultan may declare such a bill or motion effective if he considers such action to be in the public interest. Elections to the Legislative Council are held every five years.

Local government

11. Brunei is divided into four districts: Belait, Brunei and Muara, Temburong and Tutong. Each is administered by a district officer, advised by a mainly elected District Council. There are municipal authorities in Brunei Town, Kuala Belait, Seria and Tutong.

Electoral system

12. The elected members of the Legislative Council are elected by, and from among, the membership of the four district councils in the Territory. The elected members of the district councils are directly elected by persons who are subjects of the Sultan, have attained the age of twenty-one and fulfil certain residential qualifications. Elections were held in March 1965, when ten members were elected to the Legislative Council and fifty-five members were elected to the four district councils. More than 80 per cent of Brunei's 19,000 voters participated in the elections. Further district council elections were held in May 1968. The next Legislative Council elections are due in 1970.

Political parties

13. In 1969, there were two political parties in Brunei. The People's Independence Front (known as BAKER) was formed in August 1966 with the stated objectives of constitutional advance and independence. BAKER won twenty-four out of the fifty-five district council seats at the elections in May 1968. The People's National United Party (known as PERKARA) was formed in November 1968 with the stated aim of strengthening the position of Brunei as a sultanate.

Judiciary

14. The Supreme Court of Brunei, consisting of the High Court and the Court of Appeal, was established in 1963. The High Court has unlimited jurisdiction in all criminal and civil matters, and there are Magistrates' Courts with limited jurisdiction. Questions concerning Muslim religion and custom are dealt with by special Islamic Courts.

3. Economic conditions

General

15. Brunei's economy rests almost entirely on its rich oil resources, which account for over 95 per cent by value of all exports. Mining rents and royalties form the bulk of the Government's revenues and finance the development programme. Other economic activities include rubber cultivation, subsistence agriculture, forestry and fishing.

Public finance

16. Brunei's revenue, which far exceeds its expenditure, is largely derived from mining rents, royalties and taxes imposed on the oil industry. The oil agreement

between the Government and the Brunei Shell Petroleum Company, signed at the end of 1963, provides for the taxation of the oil company on the basis of equal division of profits. There is no personal income tax, but a tax of 30 per cent is imposed on the profits of companies operating in the Territory.

17. Revenue and expenditure for the years 1968-1970 were reported to be as follows:

	(Brunei dollars) ^{a/}		
	<u>1968</u> (Actual)	<u>1969</u> (Revised estimate)	<u>1970</u> (Estimate)
Total revenue	191,713,559	236,193,542	198,639,460
Total expenditure	121,249,640	121,000,000	142,030,170
Appropriation to Development Fund	64,404,610	85,400,000	108,800,000

a/ On 12 June 1967 Brunei, which had formerly used the same currency as Malaysia and Singapore, began to issue its own currency based on the Brunei dollar, which is interchangeable at par with the Malaysian and Singapore dollars. The exchange rate with sterling is £1 = \$B7.3469.

Trade

18. The main export products of the Territory are crude oil, natural gas and plantation rubber. The main imports are machinery and transport equipment; food, beverages and tobacco; chemicals and drugs; and mineral fuels and lubricants. The value of trade for the years 1966-1968 were as follows:

	(Brunei dollars)		
	<u>1966</u>	<u>1967</u>	<u>1968</u>
Exports	225,542,676	248,264,287	281,420,981
Imports	<u>156,556,552</u>	<u>137,662,898</u>	<u>209,731,625</u>
Favourable trade balance	68,986,124	110,601,389	71,689,356

19. Crude oil exports for the years 1967 and 1968 were \$B235,511,036 and \$B268,356,105 respectively. Natural gas exports for the years 1967 and 1968 were valued at \$B1,120,825 and \$B1,095,335, respectively. Plantation rubber export values dropped in 1968 to \$B149,152, compared with \$B468,947 and \$B888,192 for the years 1967 and 1966 respectively.

Industries

20. The administering Power reports that except for the oil industry, there were, in 1968, no industries of substantial size either in volume of output, capital investment or number of employees. There were nine brick kilns which produced 1.7 million pieces of brick at a total value of approximately \$B221,000. Twenty four sawmills produced approximately 1.2 million cubic feet of sawn timber valued at about \$B4.7 million primarily for local use. Other industries of small magnitude were furniture manufacturing for local use and some handicraft industries such as silver and goldsmithing and weaving of cloth.

21. Production of oil in 1968 was 44,664,000 barrels, compared with 38,023,000 barrels in 1967. The production of gas in 1968 was 113,557 million cubic feet. The oil industry is controlled by the Brunei Shell Petroleum Company, a locally registered enterprise with headquarters at Seria, whose majority shareholding is externally owned. Oil is piped from the producing area to a refinery at Miri in Sarawak. Natural gas, also produced from the Seria oilfield, is partly utilized in Brunei, where it is processed to supply domestic petroleum requirements, and the remainder is exported to Sarawak. Two United States oil companies have also been granted concessions but have not yet discovered oil.

Transport and communications

22. Rivers are the principal means of communication with the interior. A light railway, eight miles long, is maintained by the oil company.

23. At the beginning of 1967 there were 620 miles of road, of which 234 miles were bitumen surfaced. Survey work began in 1966 on a Territory-wide road-building programme.

24. The main ports are at Brunei Town and Kuala Belait. A new deep-water port is being constructed at Muara at a cost of \$B32 million.

25. Construction of a new international airport is scheduled to be completed by 1971. One commercial airline provides local services between Brunei airport and Sarawak and Sabah, where there are connexions with Singapore. Another operates a weekly service to and from Hong Kong. The Brunei Shell Petroleum Company has its own airfield.

26. A five year telecommunications development programme was approved in 1967 and by the end of the year the first teleprinter services had been introduced and a VHF radio network connecting remote villages with Brunei Town and Kuala Belait had almost been completed.

4. Social conditions

Labour

27. Most of the population is self-employed in agriculture, fishing or the harvesting of jungle produce. The labour force in 1968 totalled 14,600, compared with 11,736 in 1967. In 1968, 4,264 persons were employed by the Government in

public works; 1,513 by the Brunei Shell Petroleum Company; 859 in the saw-milling and wood-working industries; and 349 by rubber plantations. There is little unemployment and many workers are recruited from outside the State. Industrial disputes are rare.

Public health

28. The health of the population was reported to be generally good. Oil revenues have brought relative prosperity and the Territory's small area has facilitated the provision of medical services and control of disease. Malaria has been reduced to negligible proportions as a result of an eradication campaign begun in 1962 with technical assistance from the World Health Organization (WHO). A campaign against tuberculosis was begun in 1958. There is a well-established school dental service and a school medical service was introduced in 1967. The Royal Brunei Malay Regiment provides helicopters for the flying doctor service which was introduced in 1965 to make regular visits to the more remote villages. Post-natal and ante-natal clinics are maintained throughout the Territory and there is a domiciliary midwife service.

29. Medical care is available at three government hospitals (355 beds), at the Brunei Shell Petroleum Company's hospital (85 beds) and at three dispensaries.

30. The Territory has a School of Nursing and a School of Midwifery, and a number of Brunei students are studying medicine or nursing abroad, some with government scholarships.

31. In 1968, the Territory had a total of 31 registered physicians, 43 medical assistants and 115 nurses.

32. Expenditure on public health in 1968 amounted to \$B6,166,020, compared with \$B5,444,040 in 1967, representing approximately 6.3 per cent of the Territory's total expenditure for that year.

5. Educational conditions

33. The rate of literacy is estimated at about 60 per cent of the population aged ten and over.

34. In 1968, there were thirteen private kindergartens, with an enrolment of 1,177 pupils; 101 (93 in 1967) government and sixteen private primary/preparatory schools with an enrolment of 26,706 pupils (26,245 in 1967); nine (eight in 1967) government and eleven private secondary schools with an enrolment of 7,969 pupils (6,521 in 1967). In 1968, the total number of teachers in all schools was 373.

35. The media of instruction are Malay, English and Chinese. All Malay language schools are run by the Government; English language education is provided by both government and mission schools; Chinese schools are run privately, with financial assistance from the Government. The Brunei Shell Petroleum Company runs a primary school for the children of its staff, using both English and Dutch as languages of instruction. It also runs an artisan training school, which in 1968 had 72 students (106 in 1967), including some from outside the company.

36. It was planned to open two government trade schools, at Brunei Town and Kuala Belait and a government vocational secondary school at Tutong in 1969. There is a government teacher-training college which in 1968 had 540 students (354 in 1967). Scholarships are awarded for secondary and higher education and training outside the Territory. In 1968, 361 Brunei students (including 217 with government scholarships and 12 with scholarships from other sources) were studying abroad, compared with 384 in 1967, the majority in Malaysia, Singapore and the United Kingdom. The total number of persons enrolled in adult education classes in 1968 was 6,387.

37. Estimated government recurrent expenditure on education in 1968 was \$B15,900,500, compared with \$B15,061,286 in 1967. Capital expenditure in 1968 was \$B19,300,000, compared with \$B8,156,233 in 1967.

CHAPTER XVI

HONG KONG

A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 737th meeting, on 13 April 1970, the Special Committee, by approving the forty-seventh report of the Working Group (A/AC.109/L.623) decided, inter alia, to take up Hong Kong as a separate item and to consider it at its plenary meetings.
2. The Special Committee considered the item at its 775th meeting, on 29 October.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2548 (XXIV) of 11 December 1969.
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex to the present chapter) containing information on the latest developments concerning the Territory.

B. DECISION OF THE SPECIAL COMMITTEE

5. At its 775th meeting, on 29 October, following a statement by the Chairman (A/AC.109.PV.775), the Special Committee decided, without objection, to transmit to the General Assembly the working paper referred to in paragraph 4 above in order to facilitate consideration of this item by the Fourth Committee and, subject to any directives which the General Assembly might give in that connexion, to consider the Territory at its next session.

ANNEX*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
INFORMATION ON THE TERRITORY	
1. General	1
2. Political and constitutional development . .	2 - 13
3. Economic conditions	14 - 24
4. Social conditions	25 - 33
5. Educational conditions	34 - 38

* Previously issued under the symbol A/AC.109/L.651.

INFORMATION ON THE TERRITORY^{a/}

1. General

1. The Territory of Hong Kong consists of the island of Hong Kong, numerous other islands and an adjoining area of the mainland on the south-east coast of China (mainland). It has a total area of 398.25 square miles (1,031 square kilometres). In 1969, the population was estimated to be 4,039,700, compared with 3,971,500 in 1968.

2. Political and constitutional development

Status

2. Under the Treaty of Nanking of 1842, the island of Hong Kong was ceded to the British Crown, and in June 1843 it was declared a British Colony. Subsequently, the Convention of Peking in 1860 extended the boundaries of the Colony to include Kowloon Peninsula, and the Convention of Peking in 1898 further extended its boundaries by a ninety-nine-year lease to include areas which are known as the New Territories.

Constitution

3. The formal documents which contain the principal features of the Constitution of Hong Kong are the Letters Patent which provide for the Office of the Governor, the Executive Council and the Legislative Council, and the Royal Instructions, which deal with other related matters.

(a) Governor

4. The Governor, who is appointed by the Crown, is the Queen's representative and head of the executive in the Territory.

(b) Executive Council

5. The Executive Council, which is presided over by the Governor, consists of five ex officio members and such other persons as are from time to time appointed by the Queen, or by the Governor on the instruction of a Secretary of State. In 1969, there were, in addition to the ex officio members, one nominated official.

a/ Information presented in this section has been derived from published reports and from information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under article 73 e of the Charter on 1970 for the year ending 31 December 1969.

member and eight nominated unofficial members. The main function of the Executive Council is to advise the Governor, who is required to report his reasons fully to the Secretary of State if he acts in opposition to such advice. The Governor-in-Council also has powers to make subsidiary legislation by way of rules, regulations and orders, and to consider appeals and petitions.

(c) Legislative Council

6. Four of the five ex officio members of the Executive Council also serve on the Legislative Council of which the Governor is the President. In addition, there are eight other official members and thirteen unofficial members nominated by the Governor. Laws are enacted by the Governor with the advice and consent of the Legislative Council, which controls finance and expenditure through its Standing Finance Committee. The Standing Finance Committee has an unofficial majority. There are no elected members on the Legislative Council.

Local Government

7. The Urban Council, for the areas of Victoria and Kowloon, consists of twenty-six members: six ex officio members and twenty ordinary members, of whom ten are appointed by the Governor and ten are elected. The Council meets monthly to transact formal matters, but most of its work is done through seventeen select committees which meet at frequent intervals. The Council's responsibilities are carried out through the Urban Services Department and the Resettlement Department.

8. The New Territories are divided into five administrative districts, each under a district officer who is concerned with every aspect of government activity in his district and acts as the principal link between the Government and the local inhabitants. A District Commissioner co-ordinates the over-all administration of the New Territories. For local representation, villages are grouped under twenty-seven rural committees. Each rural committee has an executive committee which is elected by all village representatives.

9. The chairman and vice-chairman of the twenty-seven rural committees, together with the unofficial New Territories justices of the peace and twenty-one elected special counsellors, form the Full Council of the New Territories, called Heung Yee Kuk or the Rural Consultative Council. It serves as a forum where leaders of New Territories gather to express their opinion and from which the Government seeks advice on New Territories affairs. It has an Executive Committee which meets monthly and which consists of the chairmen of rural committees, the justices of the peace and fifteen ordinary members elected by the Full Council. It also elects a chairman and two vice-chairmen who maintain contact with the District Commissioner.

Electoral system

10. The electoral franchise for the election of members to the Urban Council consists of all men and women over the age of twenty-one years who are on the lists of special and common jurors.

Judiciary

11. The courts in Hong Kong consist of the Full Court, the Supreme Court, the District Court, the Magistrates's Court, the Tenancy Tribunal and the Marine Court. The Full Court, consisting of at least two judges, hears appeals from the Supreme Court (final appeals lie to the Judicial Committee of the Privy Council in London). The Supreme Court tries criminal cases with a jury and exercises an original jurisdiction in a large number of civil matters. It also hears appeals from the Magistrate's Court and from the Marine Court. The District Court has both criminal and civil jurisdiction and also hears appeals in certain matters from the Tenancy Tribunal. The Magistrate's Court exercises a criminal jurisdiction similar to that of magistrates in England. It has a limited jurisdiction in domestic matters. The Chief Justice is head of the judiciary. In 1969, the judiciary consisted of the Chief Justice, the senior puisne judge, six puisne judges, eight district judges, thirty-six magistrates, two coroners and a president of the Tenancy Tribunal.

Public service

12. At 1 April 1969, the public service totalled 77,609 persons which indicates that about one person in every fifty in Hong Kong is employed by the Government. The Medical and Health Department (9,927 posts), the Public Works Department (9,733 posts), the Urban Services Department (13,235 posts) and the Police Force (14,064 posts) account for a total of 46,959 posts, or about 65 per cent of the total public service staff. Another 32,600 posts are taken up by labourers, semi-skilled labourers or artisans.

13. The administering Power states that the Government Training Division now includes the over-all surveillance and co-ordination of training with government, particularly where it leads to implementation of the policy of localization at the recruitment level, and the maintenance and improvement of efficiency within the service. In the period under review, the Division awarded twenty-three scholarships under the Government Training Scholarships Scheme to enable local officers to obtain qualifications not available locally, but which are necessary for senior posts in the service. In addition, ninety-two courses for general and departmental grades were arranged and attended by 1,800 trainees; 160 local officers were sent for post-graduate study overseas.

3. Economic conditions

14. The economy of the Territory is industrial and is based on exports rather than on the domestic market. In general, the Territory relies primarily on the products of its light industries, although heavy industry such as ship-building and ship breaking continues to be important.

15. The textile industry dominates the economy, accounting for 47 per cent of its domestic exports in terms of value and employing 41 per cent of the Territory's manufacturing labour force. Although the manufacturing and processing of cotton goods predominates in all sectors of the industry, the use of fibres other than cotton is assuming growing significance. The manufacture of garments remains the largest sector within the industry, employing 79,100 workers. The value of clothing exports rose by 27 per cent to \$HK3,828 million b/ in 1969.

b/ One Hong Kong dollar equals over \$US0.16.

16. The second most important industry, the manufacture of plastic articles, produced exports worth approximately \$HK1,212 million in 1969, an increase of 17 per cent over the value of such exports in 1968. The manufacture or assembly of transistor radios which began in 1959, increased to reach a total of 21 million sets worth \$US472 million in 1969.

17. Another increasingly important industry is the manufacture of human hair wigs and pieces of which exports in 1969 were valued at \$HK627 million.

18. The value of domestic exports totalled \$HK10,518 million in 1969, compared with \$HK8,428 million in 1968. Products of the textile and garment manufacturing industries accounted for 47 per cent by value, and miscellaneous manufactured articles, mainly plastic goods and wigs, made up 24 per cent.

19. Fifty-six per cent of all domestic exports by value went to the United States of America and the United Kingdom. The United States, which remained the largest market in 1969, took 42 per cent per value of the exports and increased its purchases by \$HK942 million or 27 per cent, its total share in the Territory's domestic exports was valued at \$HK4,428 million; the value of all goods sent to the United Kingdom was \$HK1,465 million, or 14 per cent of all domestic exports. The Federal Republic of Germany, which is the third largest market, purchased goods worth \$HK765 million during the year.

20. Re-exports were valued at \$HK2,679 million in 1969, compared with \$HK2,142 million in 1968. The principal commodities in the re-export trade were textile fabrics, diamonds and medicinal and pharmaceutical products. Japan remained the most important re-export market, followed by Singapore, Indonesia, the United States, the Republic of China, and the Republic of Viet-Nam.

21. In 1969, imports were valued at \$HK14,893 million, compared with \$HK12,472 million in 1968. The principal imports are food-stuffs which were valued at \$HK2,804 million and represented 19 per cent of all imports. Other imports were raw materials and semi-manufactured goods for industry; capital goods such as machinery and transport equipment; and mineral fuels. Japan remained the Territory's principal supplier, providing 23 per cent of all imports. Textile yarns and fabrics comprised 37 per cent of the imports from Japan. Imports from mainland China, the second largest supplier, accounted for 18 per cent of imports from all sources, and 48 per cent of all food imports. Imports from the United States increased by \$HK275 million or 16 per cent. The principal imports from the United States were raw cotton, tobacco, machinery, fruit, plastic materials and medicinal and pharmaceutical products.

22. Tourists who visited the Territory numbered 765,213 in 1969, compared with 618,410 in 1968.

23. Hong Kong is financially self-supporting, apart from the cost of its external defence, to which the territorial Government makes a substantial contribution.

24. The Territory's revenue for 1968/1969 totalled \$HK2,081 million, compared with \$HK1,900 million in 1967/1968. Expenditure totalled \$HK1,873 million in 1968/1969, compared with \$HK1,766 the previous year. Of the sum spent in 1968/1969, \$HK289 million was spent on civil engineering, water and building projects under public works non-recurrent heads of expenditure.

4. Social conditions

Labour

25. Available figures on the general employment pattern are those which were shown by the 1966 by-census when it was estimated that more than one-third of the million and half people employed in Hong Kong were engaged in the manufacturing industries. Based on this pattern, the estimated employment figures at the end of 1969 were: manufacturing 599,780; services 366,970; commerce 233,830; construction 93,840; agriculture, forestry and fishing 79,470; communications 104,190; public utilities 14,870; and mining and quarrying 4,570. There were also some 5,830 in other work, making an estimated total of 1,523,350 employed.

26. In 1969, the Labour Department had on record 14,754 factories and, according to voluntary returns made to the Department, these employed a total of 561,563 workers, an increase of 54,810 compared with the 1968 figures. Persons engaged in weaving, spinning, knitting and the manufacture of garments and made-up textile goods totalled 227,857 and remained the largest section of this labour force. The plastics industry, which also employs a large number of out-workers, remained the second largest employer.

27. Most semi-skilled and unskilled workers in the manufacturing industry are paid by piece rates, although daily rates of pay are common. The range of daily wages for the manufacturing industry at the end of 1969 were \$HK11 to \$HK36 for skilled workers; \$HK6.60 to \$HK24.00 for semi-skilled; and \$HK6 to \$HK15.80 for unskilled workers.

28. The Factories and Industrial Undertakings Ordinance is the basis for the control of hours and conditions of work in industry. On 1 December 1967, amending legislation came into force which introduced a phased programme and will result in the reduction of the maximum standard hours for women and young persons to eight hours a day and 48 hours a week by 1 December 1971. The first and second stages of the programme were carried out without serious difficulties. The third phase of the programme came into force on 1 December 1969 and reduced the maximum standard working hours for women and for young persons aged 16 and 17 years to eight hours and forty minutes a day and 52 hours a week. In addition to providing for maximum daily hours, regulations made under the ordinance provide for limited overtime, weekly rest days, and rest periods for women and young persons.

29. At the end of 1969, there were 320 unions consisting of 254 workers' unions with a total declared membership of 170,018; 53 organizations of merchants or employers with a declared membership of 5,413; and 13 mixed organizations with a total declared membership of 6,929.

Public Health

30. The 15,835 hospital beds available in Hong Kong in 1969 (compared with 14,899 beds in 1968) represented 3.97 beds per thousand of the population. This figure includes maternity and nursery homes, but not institutions maintained by the armed forces. Of these beds, 13,698 were in government hospitals and in

government-assisted hospitals, while the remaining 2,137 were provided by private agencies. Apart from beds assigned to the mentally ill and for the treatment of tuberculosis and infectious diseases, there were 12,469 beds available for all general purposes, including maternity, giving a ratio of 3.13 beds per thousand of the population.

31. In 1969, there were 1,844 registered medical practitioners (including 432 government medical officers); 136 provisionally registered medical practitioners; 558 government medical officers; 399 registered dentists (excluding government dentists) and 68 government dental surgeons; 145 registered pharmacists (excluding government pharmacists) and 18 government pharmacists; and a total of nurses was 4,860, including 1,783 government nurses.

32. Registered live births numbered 79,329 in 1969, compared with 82,992 in 1968.

33. Expenditure by the Medical and Health Department for the financial year 1968/1969 was \$HK147,858,900, compared with \$HK120,524,934 in 1967/1968.

5. Educational conditions

34. At September 1969, there were 134 government schools, 22 grant schools, 669 subsidized schools, 1877 private schools and 28 special schools. From October 1968 to September 1969, 48 schools and extensions were added, of which 44 were aided and 4 were private schools.

35. Total enrolment in primary schools in 1969 was 752,171, compared with 724,450 in 1968. Secondary school enrolment rose from 253,458 in 1968 to 264,056 in 1969. The number of pupils enrolled at all schools, colleges and special education centres totalled 1,196,301, compared with 1,133,041 in 1968.

36. In March 1969, there were 32,157 full-time and part-time teachers employed in government and day schools, of whom 7,758 were university graduates and 14,764 were trained non-graduates. Another 5,573 teachers were engaged in tutorial, evening and special afternoon classes and 156 were in special schools. At the end of the 1968/1969 school year the ratio of pupils to teachers in all types of primary and secondary day school was 31.6:1.

37. At September 1969, there were 3,945 Hong Kong students pursuing further studies in the United Kingdom, compared with 3,814 in 1968. The number of students arriving in the United Kingdom was 938, compared with 1,176 in 1968.

38. Expenditure on education for the year ending 13 July 1969 totalled \$HK366,689,972, compared with \$HK306,095,495 the previous year.

HOW TO OBTAIN UNITED NATIONS PUBLICATIONS

United Nations publications may be obtained from bookstores and distributors throughout the world. Consult your bookstore or write to: United Nations, Sales Section, New York or Geneva.

COMMENT SE PROCURER LES PUBLICATIONS DES NATIONS UNIES

Les publications des Nations Unies sont en vente dans les librairies et les agences dépositaires du monde entier. Informez-vous auprès de votre librairie ou adressez-vous à: Nations Unies, Section des ventes, New York ou Genève.

КАК ПОЛУЧИТЬ ИЗДАНИЯ ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ

Издания Организации Объединенных Наций можно купить в книжных магазинах и агентствах во всех районах мира. Наводите справки об изданиях в вашем книжном магазине или пишите по адресу: Организация Объединенных Наций, Секция по продаже изданий, Нью-Йорк или Женева.

COMO CONSEGUIR PUBLICACIONES DE LAS NACIONES UNIDAS

Las publicaciones de las Naciones Unidas están en venta en librerías y casas distribuidoras en todas partes del mundo. Consulte a su librero o diríjase a: Naciones Unidas, Sección de Ventas, Nueva York o Ginebra.
