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REPORT OF THE SPECIAL COMMITTEE ON THE SITUATION WITH REGARD
TO THE IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF
INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES
(covering its work during 1968)

Rapporteur: Mr. Abdul Samad GHAUS (Afghanistan)

CHAPTERS X-XII

SWAZILAND, MAURITIUS, SEYCHELLES AND ST. HELENA

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* This document contains chapters X-XII of the Special Committee's report to the General Assembly. The general introductory chapter will be issued subsequently under the symbol A/7200. Other chapters of the report will be issued subsequently under the same symbol (A/7200) or as addenda.

CHAPTER X

SWAZILAND

I. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 594th meeting, on 1 April 1968, the Special Committee, by approving the thirty-fourth report of the Working Group (A/AC.109/L.454/Rev.1), decided, inter alia, to take up Swaziland as a separate item and consider it at its plenary meetings.
2. The Special Committee considered the question of Swaziland at its 596th, 597th, 599th, 602nd to 604th meetings, between 11 April and 22 May and again at its 630th meeting, on 5 September.
3. In its consideration of this item, the Special Committee took into account the relevant provisions of General Assembly resolution 2326 (XXII) of 16 December 1967, as well as other resolutions of the General Assembly on the question of Swaziland, particularly resolution 2357 (XXII) of 19 December 1967, concerning twenty-six Territories, including Swaziland, by operative paragraph 7 of which the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-third session on the implementation of the present resolution".
4. During the consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex to the present chapter) containing information on action previously taken by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territory.
5. The general debate on the item took place at the 596th, 602nd and 603rd meetings, between 11 April and 16 May, during which the following delegations made statements: the United Kingdom of Great Britain and Northern Ireland and Madagascar at the 596th meeting (A/AC.109/SR.596), the United Republic of Tanzania at the 602nd meeting (A/AC.109/SR.602) and the United Kingdom again at the 603rd meeting (A/AC.109/SR.603).
6. At the 603rd meeting, on 17 May, the representative of Sierra Leone introduced a draft resolution, which was finally sponsored by the following members: Afghanistan, Ethiopia, India, Iran, Iraq, Ivory Coast, Madagascar, Mali, Sierra Leone, Syria, Tunisia, United Republic of Tanzania and Yugoslavia (A/AC.109/L.469 and Add.1).
7. The Special Committee considered the draft resolution at its 603rd and 604th meetings, on 17 and 22 May. Statements were made at the 603rd meeting by the representative of Iraq (A/AC.109/SR.603), and at the 604th meeting by the representatives of Madagascar, Chile, the Union of Soviet Socialist Republics, the Ivory Coast, the United Kingdom, Honduras, the United Republic of Tanzania and Syria (A/AC.109/SR.604).
8. At the 604th meeting, on 22 May, the representative of Sierra Leone, on behalf of the sponsors, submitted an oral revision to the draft resolution (A/AC.109/L.469 and Add.1), by which, in operative paragraph 5, the word "enjoy" would be replaced by the word "achieve" (A/AC.109/SR.604).

9. At the same meeting, the Special Committee adopted the draft resolution (A/AC.109/L.469 and Add.1), as orally revised, by 20 votes to none, with 3 abstentions.
10. The text of the resolution (A/AC.109/291) is reproduced in section II below.
11. At the same meeting, statements in explanation of vote were made by the representatives of Italy, Finland, the United States of America and Chile (A/AC.109/SR.604). A further statement was made by the representative of the United Republic of Tanzania (A/AC.109/SR.604).
12. On 22 May 1968, the text of the resolution was transmitted to the Permanent Representative of the United Kingdom to the United Nations for the attention of his Government.
13. At the 630th meeting, on 9 September, on the occasion of the accession to independence of Swaziland, statements were made by the representatives of India, the Union of Soviet Socialist Republics, the United Kingdom, the United States, Finland, Honduras and Australia and by the Chairman (A/AC.109/SR.630).

II. DECISION OF THE SPECIAL COMMITTEE

Resolution adopted by the Special Committee at its 604th meeting on 22 May 1968

The Special Committee,

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

Recalling General Assembly resolutions 1654 (XVI) of 27 November 1961, 1817 (XVII) of 18 December 1962, 1954 (XVIII) of 11 December 1963, 2063 (XX) of 16 December 1965 and 2357 (XXII) of 19 December 1967 relating to Swaziland, as well as the pertinent resolutions and recommendations of the Special Committee,

1. Reaffirms its previous resolutions and recommendations concerning Swaziland including in particular the consensus adopted by it on 23 October 1967;^{1/}
2. Notes that the administering Power has complied with the unanimous request of the Swaziland Parliament in September 1967 that the Territory accede to independence on 6 September 1968;
3. Regrets that no agreement has been reached between the administering Power and the people of Swaziland concerning the latter's claim for compensation to be paid for land alienated from them;
4. Reiterates its previous request that the administering Power take immediate steps to ensure the return to the indigenous inhabitants of all the land alienated from them or to pay compensation for the alienated land in accordance with the expressed wishes of the people;

^{1/} A/6700/Add.10, chapter XI, para. 144.

5. Reiterates further its request that the administering Power take all appropriate action to bring about the economic independence of Swaziland vis-à-vis South Africa, to protect the territorial integrity and sovereignty of the Territory in view of the interventionist policies of the racist régime in South Africa and to enable the Territory to achieve genuine and complete independence.

ANNEX*

SWAZILAND

Working paper prepared by the Secretariat

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* Previously reproduced under the symbols A/AC.109/L.452 and Add.1.

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

1. Until Botswana and Lesotho attained their independence towards the end of 1966, it was the practice of the Special Committee and the General Assembly to consider Swaziland together with these two other former High Commission Territories, then known respectively as Bechuanaland and Basutoland. Among the various reasons for so doing were the administrative links formerly existing between them and the fact that they shared certain common problems, including problems arising from their land-locked position in southern Africa. Chief among the problems with which the Special Committee and the General Assembly were concerned were their great need for external assistance in the development of their economies and social services, their economic dependence on South Africa and the potential threat to their territorial integrity and sovereignty resulting from this dependence and from the racial policies of South Africa. In resolutions adopted in 1962, 1963 and 1965,^{a/} the General Assembly warned that any attempt by South Africa to encroach upon the territorial integrity of any of the three Territories would be considered as an act of aggression. It also urged that they be given increased financial, economic and technical assistance commensurate with their needs through the programmes of technical co-operation of the United Nations and the specialized agencies.

2. After Basutoland and Bechuanaland had emerged into independence as Lesotho and Botswana, the Special Committee and the General Assembly continued to be seized with the question of Swaziland. In 1967, the Special Committee considered the Territory at meetings held between 15 September and 23 October, at which time it also had before it a report by the Secretary-General (A/AC.109/273) concerning the Fund for the Economic Development of Basutoland, Bechuanaland and Swaziland established by General Assembly resolution 2063 (XX). In a consensus^{b/} which it adopted on 23 October 1967, the Committee reaffirmed its previous resolutions and

a/ General Assembly resolutions 1817 (XVII) of 18 December 1962, 1954 (XVIII) of 11 December 1963 and 2063 (XX) of 16 December 1965.

b/ A/6700/Add.10, chapter XI, paragraph 144.

recommendations in so far as they concerned Swaziland and called upon the administering Power to grant independence to the Territory without delay and in accordance with the freely expressed wishes of the people. Second, it requested the administering Power to take immediate steps to ensure the return to the indigenous inhabitants of all the land taken from them. Third, it requested the administering Power to take all appropriate action to protect the territorial integrity and sovereignty of Swaziland in view of the interventionist policy of the racist régime in South Africa and to enable the Territory to enjoy genuine and complete independence. Fourth, it urged the administering Power to take the necessary steps to bring about the economic independence of the Territory vis-à-vis South Africa. Finally, noting from the Secretary-General's report (A/AC.109/273) that the total amount of contributions to the Fund established by General Assembly resolution 2063 (XX) had been insufficient to enable it to become operative, the Committee recommended that, subject to the consent of the donor Governments, the General Assembly should decide to transfer these contributions to the General Fund of the United Nations Development Programme (UNDP) in the light of the latter's expectation and desire to provide increased assistance to Botswana, Lesotho and Swaziland.

3. By resolution 2357 (XXII) of 19 December 1967, which concerned twenty-six Territories, including Swaziland, the General Assembly, inter alia, approved the chapters of the report of the Special Committee relating to these Territories;^{c/} reaffirmed the inalienable right of the peoples of the Territories concerned to self-determination and independence; called upon the administering Powers to implement without delay the relevant resolutions of the General Assembly; reiterated its declaration that any attempt at the partial or total disruption of the national unity and territorial integrity of colonial Territories and the establishment of military bases and installations in such Territories was incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV); decided that the United Nations should render all help to the peoples of these Territories in their efforts freely to

c/ Ibid., chapter XI.

decide their future status; and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-third session on the implementation of the resolution.

4. In approving the chapter of the Special Committee's report which dealt with Swaziland, the General Assembly accepted the Special Committee's recommendation concerning the Fund for the Economic Development of Basutoland, Bechuanaland and Swaziland. It thus decided that, subject to the approval of the donor Governments, the contributions which had been made to the Fund should be transferred to the General Fund of the United Nations Development Fund (UNDP) in the light of the latter's expectation and desire to provide increased assistance to Botswana, Lesotho and Swaziland.

II. INFORMATION ON THE TERRITORY^{d/}

A. General

5. Swaziland, which covers an area of about 6,700 square miles, is bordered on three sides by South Africa and on the fourth by Mozambique. Revised figures for the census taken in 1966 showed a total population of 395,138, comprising 381,586 Africans (19,219 of whom were temporarily absent from the Territory), 9,157 Europeans and 4,395 other non-Africans.

6. Under constitutional arrangements which came into force on 25 April 1967, Swaziland is internally self-governing under United Kingdom protection, although certain powers are reserved to Her Majesty's Commissioner pending full independence, which has been announced for 6 September 1968. The Territory is a constitutional monarchy, ruled by the Ngwenyama, with a Prime Minister and bicameral Parliament (see A/6700/Add.10, chapter XI, paras. 30, 31). In elections to the House of Assembly held shortly before the introduction of the new Constitution, all the seats in the lower House were won by the Imbokodvo. There

^{d/} Basic information on the Territory is to be found in the Special Committee's report to the General Assembly at its twenty-second session (A/6700/Add.10, chapter XI). This section contains information based on: (a) information collected by the Secretariat from published sources; and (b) information covering the year ended 31 December 1966 which was transmitted by the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter.

are three opposition parties, the Ngwane National Liberation Congress (NNLC), the Swaziland Progressive Party (SPP) and the Swaziland United Front (SUF). The NNLC, which polled 20 per cent of the votes in the 1967 elections, has presented demands for constitutional changes, including a revision of the electoral system, before independence (see paras. 11-18 below).

B. Political and constitutional developments

Motion for independence

7. In its manifesto issued at the time of the April election, the Imbokodvo had stated that one of its objectives was the attainment of independence in 1968. Accordingly, in a speech delivered to the Territory's first Parliament on 7 July 1967, the King announced that the United Kingdom was being asked to grant independence in September 1968 and that his Government was making this proposal after full consideration of the time required to complete all the necessary constitutional and administrative arrangements.

8. On 13 September, the Swaziland Parliament unanimously approved a motion introduced by the Government to authorize it to "request Her Majesty's Government in the United Kingdom to introduce legislation in due course in the United Kingdom providing for the establishment of Swaziland as an independent sovereign State on 6 September 1968, and to request Her Majesty's Government to seek at the appropriate time the support of the other member Governments of the Commonwealth for Swaziland's desire to become a member of the Commonwealth".

9. Introducing the motion in the House of Assembly, the Prime Minister stated that his Government considered that the forthcoming twelve months were sufficient time for the preparation of independence so as to fulfil the aspirations of the Swazi people. It was the declared policy of the Government that when Swaziland became independent, it should join the Commonwealth. Commenting on a report that before Swaziland achieved independence, there would be a referendum, the Prime Minister said that there was no intention on the part of his Government to hold any referendum before or even after independence. He added that there was not even an intention to hold any general election as some would like. In the last general election, the Government had been elected with the knowledge that it was going to lead the Swazi people to independence. In framing the present

Constitution, it had been understood that this Constitution was going to carry Swaziland to independence, except for certain provisions dealing with reserved powers.

10. On 3 November, Mr. George Thomas, Minister of State for Commonwealth Affairs, stated in a written answer to a question in the United Kingdom House of Commons that, backed by a unanimous resolution of the Swaziland Parliament, the Swaziland Government had asked the United Kingdom Government to introduce legislation granting independence to the Territory on 6 September 1968. The United Kingdom Government had agreed to this request, and it was expected that all the necessary steps could be completed to enable Swaziland to become independent on that date.

Opposition to the present Constitution

11. It will be recalled that before and during the election of April 1967, the NNLC, the main opposition party, had opposed certain features of the new Constitution, particularly the electoral system, which it claimed were designed to entrench the conservative elements represented by the Imbokodvo (see A/6700/Add.10, paras. 13 and 51-53). The NNLC did not, however, win any of the seats in the House of Assembly, although it polled 20 per cent of the total votes.

12. Following the announcement by the King referred to above, Mr. Ambrose Zwane, leader of the NNLC, again called for constitutional revision before independence. Leading a delegation of his party that met with the Prime Minister and other members of the Cabinet during the week ending 19 August 1967, he pressed the following demands:

(a) A fully representative conference to be convened in London as soon as possible, at which the NNLC would be represented by a full-size delegation.

(b) Revision of the present Constitution to establish sixty single-member constituencies and to reduce the existing constitutional discretionary powers of the monarch.

(c) A "one-man, one-vote" constitution instead of a "one-man, three-vote" constitution.

(d) A new general election to be held early in 1968 on that basis and attainment of full independence in September of that year.

13. The NNLC delegation alleged that chiefs had frustrated the holding of a free general election to the prejudice of the success of the NNLC. It asked the Government to investigate its allegation.

14. According to a government press release issued after the meeting, the government delegation had a discussion with the NNLC delegation on its constitutional representations. During the discussion, the Prime Minister stated that the holding of a representative conference was a matter to be decided by the United Kingdom Government.

15. Referring to the demand for revision of the present Constitution, the Prime Minister recalled that the Constitution had been worked out with a view to independence by a constitutional committee representative of the elected members of the former Legislative Council. He said that the NNLC had not produced any convincing evidence to show that a country as small as Swaziland could finance and be effectively organized for the purpose of sixty single-member constituencies, each with only some 2,000 voters. Nor had the NNLC proved how such an arrangement would have had any advantageous effect upon the success of its candidates at the last general election. The NNLC had also failed to produce any convincing reasons to demonstrate that the present constitutional provisions setting out the principles for the exercise of the monarch's discretionary powers had prejudiced or were likely to prejudice the practice of democratic majority representative government.

16. With regard to the NNLC's complaints against chiefs, the Prime Minister commented that it was not appropriate for the Government to set itself up as a quasi-judicial tribunal to investigate these complaints, as it was open to the NNLC to submit them to the courts. He also pointed out that if the NNLC wished legislation to be introduced to control the holding of meetings in the Swazi areas, it should formally write to the Minister for Local Administration setting out in detail what was required so that the proposal could be examined as to its need, its constitutionality and its acceptability.

17. In a press statement issued after the meeting, Mr. Zwane said that at the last general election, more than 20 per cent of the people had voted for his party. If there had been a representative and democratic constitution, more than one-fifth of the members of the Parliament would be drawn from the NNLC. He thought that Swaziland was economically strong enough to support government and opposition parties within the Parliament. He claimed that the Government had failed to explain

what it felt was wrong with the system of "one-man, one-vote". He believed that it was not always the best remedy for the courts to investigate his party's complaints against chiefs.

18. Following the adoption of the independence motion by the Swaziland Parliament, the NNLC and the SUF were reported to have called on the United Kingdom Government to comply with the NNLC's demands referred to above.

Swaziland Government's proposals for independence

19. In a White Paper published on 14 December 1967, the Government proposed that Swaziland's independence Constitution, which would come into force on 6 September 1968, should be similar to the present one (see A/6700/Add.10, chapter XI, paras. 24-43) with certain modifications. The principal change would concern the power to grant or refuse mineral rights, which would be vested in the Ngwenyama in his capacity of traditional Head of the Swazi Nation, rather than in his capacity of a constitutional King required to act in accordance with the decisions of the Government. The Ngwenyama would be advised in the exercise of his right over minerals by a committee comprised of the Commissioner of Mines and between four and six other members, half of whom would be appointed by the Ngwenyama in consultation with the Swazi National Council, and half by him on the advice of the Cabinet. Proceeds derived by the Ngwenyama from the disposal of mineral rights would be paid into a fund to be held by him for the benefit and welfare of the Swazi Nation. The fund would be administered by a board appointed by the Ngwenyama.

20. According to the White Paper, birth in Swaziland would not alone be sufficient to confer citizenship. The father would also have to be a citizen of Swaziland. It was also proposed that, after independence, citizens of the United Kingdom and its colonies would no longer be eligible for registration as citizens of Swaziland but would have to undergo naturalization. Finally, provision would be made for the appointment of judges on the recommendation of a judicial tribunal.

21. The Government also proposed to raise various matters with the United Kingdom Government during the final discussions on independence. One of these would be finance. The Secretary of State for Commonwealth Affairs indicated that there should be talks in June or July 1968 about the post-independence recurrent budget

and capital assistance from the United Kingdom to Swaziland. A financial programme for the three years beginning 1 April 1968 was therefore being prepared by the Government of Swaziland to form a basis for these talks. Swaziland was also preparing a case for compensation from the United Kingdom arising out of the history of the alienation of land in the Territory.

22. On 22 January 1968, the Prime Minister of Swaziland presented the White Paper to the House of Assembly for consideration. After a debate, the House adopted an amendment to the Government's proposal concerning the control of mineral rights. The amendment would give the Ngwenyama the power to appoint a committee to advise him on the exercise of his rights over minerals on behalf of the Swazi Nation without consulting the Cabinet. The following day, the Senate adopted a similar measure after the White Paper had been introduced there.

Swaziland independence conference

23. A conference to discuss arrangements for Swaziland's independence was held in London from 19 to 23 February 1968. The Swaziland delegation consisted of six members drawn from both houses of the Swaziland Parliament and led by the Prime Minister, Prince Makhosini Dlamini. No invitation was extended to the opposition parties since none of them had succeeded in securing seats in either house of the Swaziland Parliament following the 1967 elections.

24. As 6 September 1968 had already been agreed upon as the date for independence, the conference was mainly concerned with other matters, including the constitutional proposals contained in the Swaziland Government White Paper of 14 December 1967, as amended by the Swaziland Parliament, and a claim put forward by the Swaziland delegation in respect of land alienated to Europeans under the former colonial administration.

25. The conference discussed the proposals of the Government of Swaziland concerning the independence Constitution and approved them subject to certain modifications which are described below.

26. As regards the electoral system and the provisions concerning nominated members of the House of Assembly, although no comments on the Swaziland

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Government's proposals had been received from the opposition parties, the conference nevertheless took account of earlier representations made by the NNLC and the SUF to the Minister of State during his visit to the Territory in October 1967 (see paras. 11-18 above). Both opposition parties had criticized the existing electoral arrangements and had proposed instead single-member constituencies in place of the existing three-member constituencies.

27. The Swaziland delegation explained that in its view the system of single-member constituencies would be totally inappropriate to a country of the size of Swaziland. The Swaziland Government had reached the conclusion, which was unanimously endorsed by the Swaziland Parliament, that the existing system was best suited to the present needs of Swaziland, and that it ought not to be changed on the basis of the results of a single general election. The Swaziland delegation pointed out that, while the provision for three-member constituencies would be entrenched in the Constitution itself and therefore difficult to change, the Swaziland Parliament would determine by a simple majority the voting system under the terms of the Constitution. Therefore, if experience showed a change in the voting system to be desirable, this would not be constitutionally difficult to secure. The Swaziland delegation stated that it was fully alive to the risks which could arise if there were a substantial opposition in the Territory unable to secure representation in Parliament. It pointed out, however, that the circumstances in Swaziland were such that all shades of public opinion could be made known in Parliament and that in addition, the Constitution would continue to provide for nominated members in both Houses to represent interests not otherwise represented.

28. On this latter point, the Swaziland delegation accepted the suggestion of the United Kingdom delegation that two provisions in the present Constitution restricting the field from which nominated members might be appointed should be dropped. The first of these restrictions precluded from nomination any person who had already stood as an unsuccessful candidate for election. The second, relating to interests represented by nominated members, limited those interests to the economic, social and cultural spheres. The effect of the removal of these two restrictions would be to make it possible for unsuccessful candidates at elections to be nominated as members of the House of Assembly.

29. Other constitutional changes agreed to by the conference included matters relating to: (a) the protection of fundamental rights and freedoms; (b) the

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public service; (c) Swaziland citizenship; and (d) the entrenchment of certain provisions in the Constitution.

30. The conference was informed by the United Kingdom delegation that after the necessary consultations all members of the Commonwealth had agreed that Swaziland should become a member of the Commonwealth on attaining independence.

31. As regards the provisions in the Constitution relating to mineral rights, the Swaziland Government proposed that the power to dispose of mineral and mineral oil assets should be vested in the Ngwenyama as the head of the Swazi Nation, rather than in the King as a constitutional monarch, and that a Swazi National Fund should be set up into which mineral royalties would be paid to be used for the general progress and welfare of the Swazi Nation. A committee appointed by the Ngwenyama would advise him in the exercise of his powers in regard to mineral assets and would manage the Swazi National Fund.

32. At the conference, the United Kingdom delegation expressed regret that these suggestions envisaged a departure from the provisions of the 1967 Constitution by which the power to grant mineral rights was vested in the King acting on the advice of the Cabinet and in consultation with the Swazi National Council, or a committee thereof. The Swaziland delegation was reluctant, however, to modify these suggestions which, it stated, had already been carefully considered and approved by the Swaziland Parliament. In its report, the conference recognized the strong feelings held in Swaziland on this question and accepted that, under the circumstances, any other proposals would be unlikely to command at this stage the necessary degree of support in Swaziland to make them workable.

33. In addition to questions relating to the Constitution, the conference also discussed the claim presented by the Swaziland delegation in respect of the land of the Swazi Nation which had been alienated after the assumption by the United Kingdom of responsibility for the administration of Swaziland in 1903. The Swaziland delegation maintained that the alienation of land was not justified on the following grounds: (a) the assumption of jurisdiction under which alienation was effected was in breach of treaties providing for guarantees of the land rights of the Swazis; (b) the granting of freehold titles of approximately two thirds of the land area of Swaziland to concessionaires who enjoyed limited leasehold rights with terminable dates in almost all cases, was contrary to the traditional land tenure system which the United Kingdom Government had undertaken to respect; and (c) the sale of further Crown Land

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to finance the administration of the Territory after the partition of Swaziland was in breach of undertakings to reserve such areas exclusively for Swazi occupation occupation.

34. The United Kingdom delegation stated that it could not accept this claim and recalled that when the United Kingdom Government had assumed responsibility for the administration of Swaziland, it had inherited a land problem of indescribable confusion resulting from concessions granted by the then King of Swaziland between 1878 and 1890. These concessions had covered almost the whole of the Territory, and in many cases were overlapping. In some instances, also, they had been found to be in perpetuity. In the view of the British authorities of the day, the problem was such that it could only be solved by compromise and accommodation. The United Kingdom delegation recognized that the settlement reached on that basis early in this century might have resulted in individual hardships, but believed that over the years, it had also brought considerable benefits to Swaziland.

35. While it proved impossible to reconcile the views of the United Kingdom and Swaziland delegations, the United Kingdom delegation suggested that a practical way of tackling the problems might be for the Swaziland Government to include suitable land settlement projects in its development plan which was being formulated, and that the question of assistance towards the financing of this plan could then be discussed with the United Kingdom in the context of future aid negotiations. The Swaziland delegation, however, stated that its claim for the restoration of the land as of right was an issue separate from a development aid programme.

36. Early in March, after his return from London, the Prime Minister of Swaziland stated in the House of Assembly that it had not been possible to reach agreement at the conference on the question of land, but that on this matter, "we have not been defeated and we will never accept any defeat...". He further stated that not only the Swazi Nation but all in Swaziland were agreed that land alienation was a serious problem, to which a solution had to be found.

Localization of the public service

37. At the end of 1966, there were 546 expatriates and 2,180 local officers. In his speech of 7 July 1967, at which he announced Swaziland's desire for independence in 1968, the King of Swaziland said that his Government would take all possible steps to maintain an efficient, loyal and contented public service. The ultimate objective of the complete localization of all branches of the service would be actively pursued through scholarships and training schemes. Until complete localization was achieved, the Government fully recognized the need for the services of experienced expatriate staff.

38. On 4 August 1967, all senior officers in the Swaziland Government met at the Staff Training Institute to discuss the localization of the civil service. At the meeting, Mr. Zonke Khumalo, Assistant Minister in the Prime Minister's Office, stated that the Government's policy was to localize the civil service as rapidly as possible, while maintaining satisfactory standards of administration. Under this policy, several training establishments had been built in Swaziland; supernumerary training grade officers were provided in a wide variety of posts; and a relatively large number of people was sent on training courses abroad each year. However, these efforts alone were not enough. Many people in the civil service would never have the opportunity to become formal trainees, and those who obtained formal training would still have to learn how to put into practice what they had been taught. This pointed to the need for an intensification of on-the-job training. It was here, Mr. Khumalo believed, that heads of departments and permanent secretaries could be of most help.

39. Speaking at the opening of the annual conference of the Swaziland National Union of Civil Servants on 5 August 1967, the Prime Minister of Swaziland said that his Government was providing greater opportunities for training both within and outside the Territory and would continue to expand these opportunities as far as possible, subject to the limitations of finance and staff. He added that the Government was determined to make sure that the benefits of in-service training were reflected in a rising standard of efficiency in the civil service. It considered it necessary to arrange for periodical staff inspections as well as to examine the questions of civil service salaries and the rising cost of living.

40. On 31 August 1967, the Government announced the appointment of a Salaries Commission comprised of two members with Mr. A.G.H. Gardner-Brown, former Deputy Governor-General of Nigeria, as the Commissioner. The Commission, which was expected to start its sittings early in October, would be required to make recommendations to the Government on salaries and conditions of service appropriate for a local public service and teaching service. It would also make recommendations on any special arrangements "necessary to retain and recruit expatriate staff who are not designated under the Overseas Service Aid Scheme in posts or cadres for which qualified local staff are not available in sufficient numbers".

C. Economic developments

General

41. Despite its small size, Swaziland possesses comparatively good soil, a favourable climate, a fairly abundant water supply and substantial mineral resources. Slightly more than half of the total land area is held by Swazis under communal ownership and nearly half is owned on individual freehold tenure, mainly by Europeans. As already stated, the question of compensation from the United Kingdom for the alienation of land to Europeans during the colonial period was discussed at the Swaziland independence conference held in London during February 1968.

42. In recent years, considerable development had been achieved by European-owned and managed industries, principally irrigation farming, forestry and mining, the Territory's main foreign exchange earners. An important investor in these industries was the Commonwealth Development Corporation (CDC), which has committed about £22 million since 1948.

43. The general economic situation continued to improve in 1966, when the total external trade amounted to £32 million, an increase of £3.6 million over the previous year. Imports were valued at £13 million in 1965 and £12.8 million in 1966, compared with exports totalling £15.4 million and £19.2 million respectively. During this period, the slight (2 per cent) decline in imports was mainly due to a reduction in the extent of construction works. Direct imports from overseas countries or from Mozambique consisted of only about 10 per cent of the total

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imports. Because of the difficulty in getting a complete statistical coverage of small trading, the value of private imports was not taken into consideration. On the other hand, there was a substantial (25 per cent) increase in exports resulting chiefly from the further expansion of the sugar, livestock and mining industries. Of the total exports by value, 19 per cent went to South Africa, 38 per cent to the United Kingdom and 43 per cent to other countries.

44. Two problems confronting the Swaziland Government are the dominance of the economy by heavily capitalized European enterprises and the Territory's dependence on external financial assistance. Although the Government had concentrated its efforts on developing the Swazi sector of the economy and on reducing the need for foreign aid, it is unlikely that the situation will change rapidly. In 1967/68, Swaziland's budgetary deficit was estimated at £970,000 or approximately 27 per cent of anticipated revenue, representing a decrease of £230,000 compared with the previous year. These deficits were covered by grants-in-aid from the United Kingdom, which also furnished development financing and technical assistance. Total aid given by the United Kingdom for the fiscal year 1967/68 (including grants-in-aid, development funds and technical assistance, but excluding investments by the Commonwealth Development Corporation) amounted to nearly £3 million. The continuation of this assistance after independence was one of the subjects discussed at the recent Swaziland independence conference.

45. On several past occasions, the Special Committee and the General Assembly have recommended that the Territory should receive special consideration from the United Nations and its specialized agencies in the allocation of economic, financial and technical assistance under their programmes of technical co-operation. Details of such assistance rendered to Swaziland are given separately below.

46. As previously noted, the development plan for 1965-68 was concentrated on raising living standards, particularly of the rural Swazi population, and on reducing the annual budgetary deficits. In his speech to Parliament on 7 July 1967, the King of Swaziland said that his Government recognized the need to develop Swaziland's human and natural resources as fully and as rapidly as possible. To that end, the Government would prepare a new development plan to succeed that covering the period ending 31 March 1968. The new plan would aim at

increasing the national income by investments in projects likely to develop the economy and by encouraging private investment in productive industry with the following objectives: (a) to raise the general standard of living, particularly among the lower income groups and to spread the economic benefits of existing and new enterprises more evenly among the population; and (b) to make Swaziland solvent as soon as possible while maintaining administrative standards and improving social services where necessary.

47. The achievement of those objectives would be assisted by expanding and improving education, in particular commercial and technical training; augmenting the economic infra-structure and maintaining an attractive economic and political climate for new private investment; searching for new mineral deposits and accelerating production from the existing projects; expanding credit facilities to meet the needs of small farmers, traders and co-operatives; creating machinery for channelling capital funds and expertise for new industries; reviewing the existing tax structure in order to discover new sources of revenue which would be used to finance expanding services on a basis that would be fair to all groups of taxpayers and also in order to improve the methods of tax collection.

Measures for stimulating economic growth

48. Under the 1965/68 development plan which ended on 31 March 1968, various measures were taken to stimulate the growth of the economy and to improve the living standards of the Swazi population. These measures are described below.

49. Development of agricultural production. As reported previously (A/6700/Add.10, chapter XI, paras, 71-72), the main emphasis in this sector was directed to the improvement of Swazi farming by means of agricultural education and training, land use planning and rural development schemes based on self-help; in addition, settlement schemes were organized for selected Swazi farmers who were encouraged to produce high-value cash crops on the basis of leasehold tenures. Particular attention was given to the development of the livestock industry and an intensive campaign was introduced to increase the production of cotton and maize.

50. By 1966, cotton had become one of the Territory's principal export crops, valued at £0.6 million, and with a rapidly increasing proportion being grown by Swazi farmers the need arose in 1967 for the organization of cotton marketing co-operatives. Similar increases were obtained in maize production, the volume purchased by the Government's central marketing agency reaching a record of 80,000 bags in 1967, or more than twice the amount purchased in the preceding year.

51. In his speech before Parliament on 7 July 1967, the King of Swaziland said that a higher standard of living for the great majority of the people depended on the successful development of agriculture and livestock. Further attention would be given to proper land use planning and there would be a national campaign for the production of cotton, ground nuts and maize. Planned agricultural development programmes included the establishment of a farmer training scheme in each district, the provision of more capital, the expansion of settlement schemes, the promotion of dairy farming and the improvement of fruit-processing facilities. The Government would introduce new legislation dealing with various sectors of the agricultural industry and the proper use of the Territory's water resources. A detailed survey would be made of Swaziland's water resources, and further discussion would be held with other Governments on the apportionment of the waters of the rivers of common interest.

52. Improvement of agricultural skills. As previously reported (A/6700/Add.10, chapter XI, paras. 73-74), the Swaziland Agriculture College and University Centre (SACUC), affiliated to the University of Botswana, Lesotho and Swaziland (UBLS), was opened on 4 November 1966, as an expansion of the Malkens Agricultural College and Short Course Centre. Three government certificate courses in agriculture, forestry and home economics, each with a duration of two years, have been offered at the Malkens College since June 1966 and a full programme of short courses has been launched. During 1967, there were thirty-eight students taking the government certificate course in agriculture.

53. In a statement published on 4 August 1967, the Minister of Agriculture said that only two of the five students who had started the forestry training course at the SACUC were still taking the course. He added that the whole question of forestry training was under review and that an expert would visit Swaziland in September 1967 to assist in the preparation of a new training scheme. The UBLS had agreed to appoint a lecturer in forestry to the Territory.

54. According to a government publication of 1967, there were some 32,000 peasants, or about half of all males aged between fifteen and sixty-four, in the Territory. By an estimate, less than a quarter of them farmed for profit, the remainder being subsistence farmers. Since June 1966, some 700 Swazis, nearly all of them farmers, had attended the Short Course Centre of the SACUC. The courses offered there usually lasted a week and were based on practical demonstrations. Efforts were being made to expand the centre by constructing additional accommodation and classroom blocks. The Government had already decided in principle to build a second short course centre in southern Swaziland.

55. At the opening of the second academic year of the SACUC during the week ending 19 August 1967, Professor John Blake, Vice-Chancellor of the UBLs, stated that the university hoped to invest £50,000 or more in the SACUC during 1967. Among the students enrolled, eighteen (including five Swazis) had started a three-year course for the university diploma in agriculture. Mr. David Brewin, the principal of the SACUC, said that twenty out of the thirty-two lecturers and demonstrators who were either resident at the institution or would visit it, would be concerned with the training of students of the three-year diploma course.

56. Provision of agricultural credit. The Swaziland Credit and Savings Bank stated in its annual report for the year ending 31 March 1967 that its lending resources in 1967/68 were expected to be £783,750. Of this sum, it had already lent £243,500 and committed a further £300,000, leaving about £240,000 available for lending. It was expected that this would be augmented by about £60,000 committed but not likely to be drawn within the next twelve to twenty-four months and by an estimated £75,000 in loan repayments. On this basis the bank would have £350,000 available for lending during 1967/68. It was anticipated that lending would substantially increase with the rapid expansion of the Advanced Master Farmer Scheme, the development of further agricultural settlement schemes and the fostering of the use of the National Cattle Holding Grounds, Swazi users of which could obtain advances from the Bank against animals delivered for fattening and sale.

57. New legislation affecting the agricultural industry. During 1967, the Government was active in introducing legislation designed to assist farmers and promote agricultural production. Four major bills were introduced in Parliament.

The first of these was the Farm Dwellers Bill which passed its final reading in Parliament in November 1967. The bill provided for the creation of tribunals to regulate the relations between the occupiers and owners of land and was specifically designed to prevent exploitation of the small farm dweller. The Water Bill, which also received a final reading in November, was designed to provide up-to-date regulations for the control of the use of surface water. The Cotton Board Bill, introduced in November, provided for the creation of a cotton board to regulate the production and marketing of cotton with a view to the improvement of the industry. Finally, the Citrus Bill provided for the establishment of a statutory marketing board, for the citrus industry. In introducing this last bill, the Minister of Agriculture stated that Swaziland's output of citrus was expected to reach six million cartons by 1970, of which 3.5 million would be available for export.

58. Assistance to Swazi traders and entrepreneurs. On 29 September 1967, Mr. Leo Lovell, Minister of Finance, Commerce and Industry, was reported to have told the House of Assembly that steps were being taken to enable Swazis to play a larger part in the Territory's commercial activities. Courses in bookkeeping and general management had been held to equip Swazis to participate to a greater extent in the retail and wholesale trades. It was planned to expand these courses in 1968. The well-established trades of the Territory, through their chambers of commerce, were co-operating by providing schemes of assistance to Swazi traders who sought it.

59. Replying to a question, Mr. Lovell said that a system for the general improvement of trade (including the granting of trading loans by the Swaziland Credit and Savings Bank) was under consideration by his ministry. The possibilities of establishing a wholesale society, a bus owners' co-operative, and a transport supply and service co-operative were being explored.

60. He also said that investigations were being made into manufacturing industries which might be undertaken by Swazi entrepreneurs and that as viable projects appeared they would be eligible for loan assistance from the Swaziland Credit and Savings Bank.

61. Expansion of investment in the private sector. On 1 January 1967, the number of registered companies in the Territory was 782 (with a nominal capital of

£17.6 million), of which fifty-seven had a combined nominal capital of £17 million. This compared with 710 such companies (with a nominal capital of £17.5 million) on 1 January 1966, of which fifty-five had a nominal capital of £16.8 million.

62. On 10 November 1967, the Commonwealth Development Corporation, apart from the more than £21 million which it had already committed in a number of schemes in Swaziland, was reportedly investing a sum of some £700,000 in the newly formed Shiselweni Forestry Company. The company would undertake the planting, development and exploitation of about 10,000 acres of eucalyptus trees.

63. In December 1967, a spokesman for the Ministry of Finance, Commerce and Industry gave details of two new industries to be established at Matsapa, the government-financed industrial estate. He said that an agreement had just been signed between the Government and Turnwrights, a South African sweet-making company, for a factory to produce sweets, chocolates and fondant for export and local consumption. Another agreement was about to be signed with the St. Regis Company of New York for a factory with an initial investment totalling about £250,000. The factory would supply corrugated cardboard containers and paper sacks and bags mainly to citrus growers and canners.

64. Expansion of basic facilities. According to the fifth annual report of the Swaziland Electricity Board, the demand for electricity has risen so rapidly that the initial installation of generating plant at Edwaleni hydroelectric station is now almost fully loaded. There will be a very slender margin of spare capacity until a new generating plant programme becomes effective. Since 1964-65, the number of units sold has more than doubled. In that year, 17 million units were sold, while in 1966-67 the sale was 37 million units. Calculations have shown that it is feasible and economic to instal an additional generating set at Edwaleni of 5,000 kilowatts capacity and a 6,500 kilowatts power station at Maguduza, bringing the total hydroelectric capacity to 21,500 kilowatts. For periods when there is insufficient water, additional diesel plant totalling about 5,000 kilowatts is to be installed.

65. It was the board's policy to limit the number of expatriate staff recruited to as low a level as possible in order to train Swazi personnel. The policy had been successful and steps were being taken to provide further technical training on the job with the aid of a training officer supplied by the United Kingdom.

66. In December 1967, it was announced that major contracts, costing about £1 million, had been signed for an increase in the capacity of the Edwaleni station and for the construction of the new station at Magaduza.

67. The Government has also continued to promote the development of roads. During the week ending 19 August 1967, the Minister for Power, Works and Communications announced that the new road into Grand Valley, previously an inaccessible fertile area between the Ngwempisi and Mkondo rivers, would be open to traffic by the end of September. The twenty-four-mile road, which cost about £50,000, would open up a large portion of Swazi Nation land, assist the police, medical, agricultural and educational department to administer the area and cut the distance between the valley and the new abattoir at Matsapa by some fifty miles. The Director of Agriculture estimated that 50,000 bales of cotton could be produced from the land bordering the Mkondo river.

United Nations assistance to the Territory

68. Information concerning United Nations assistance to the Territory for the years 1965-68 is contained in the Special Committee's previous reports to the General Assembly.^{e/}

69. As previously noted, in June 1966, the Special Fund sector of the United Nations Development Programme (UNDP) provided \$US462,000 to meet half of the cost of an aerial geophysical survey of the Territory, which was expected to be completed within four years. The first phase of the survey was carried out in that year using a conventional aircraft and covering the whole Territory. On 8 September 1967, the second phase of the survey was reported to have been completed. A helicopter made an electromagnetic survey over six selected areas in the Territory. The purpose of this project was to assess the mineral resources of Swaziland, through aerial surveys and ground investigations, in order to attract new investment capital for the mining industry.

70. The expert in community development, who had been sent to the Territory on a two-year assignment ending in late 1967, was unwilling, for personal reasons, to

^{e/} See Official Records of the General Assembly, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter VII, paragraphs 89-92; A/6700/Add.10, chapter XI, paragraphs 80-85.

accept an extension of his contract. Since the post has been retained in the 1968 United Nations Regular Programme of Technical Assistance, the Government has asked for a replacement and a candidate has been recommended but not yet accepted. An associate community development expert is being sought. The Dutch associate economist, who was appointed in September 1966 for one year initially, is remaining in Swaziland for another year. The Danish associate statistician, who was also appointed in September 1966, received a contract extension of seven months ending April 1968, and the United Nations has been asked to recruit a replacement.

71. During the period 1963-1967, the United Nations Children's Fund (UNICEF) allocated \$US173,000 for two projects in Swaziland, namely, health services and tuberculosis control and applied nutrition.

International agreements

72. An Investment Guaranty Agreement was signed by the Governments of Swaziland and the United States of America on 29 September 1967. The Agreement enables prospective United States investors to obtain insurance guaranteed by the United States Government for enterprises which they establish in Swaziland. Under the agreement, the United States Agency for International Development (AID) may issue insurance against inconvertibility of the local currency, losses due to expropriation, war, revolution and insurrection, plus extended risk coverage, which insures private loans against all risks, including commercial losses, up to 75 per cent of the investment. Investments in projects or activities to which the guarantee will apply must, however, have prior approval of the Swaziland Government.

73. Delegates from Botswana, Lesotho and Swaziland met in Pretoria, South Africa, on 9 November 1967 to discuss a common approach to negotiations expected to be conducted with South Africa early in the following year concerning a revision of the 1910 Customs Agreement. The customs Agreement provides that, with a few exceptions, all import and excise duties are collected by the Republic, which allocates to the three Governments a total of 1.3 per cent of the aggregate proceeds.

74. The first trade agreement entered into by Swaziland and an African State since the present Swaziland Government's accession to power was negotiated with

Zambia in December 1967. In the course of the negotiations, the possibility of trade in a wide variety of commodities produced in Swaziland was examined. At the conclusion of the negotiations, a communiqué was issued by Mr. Simon Nxumalo, Swaziland's Assistant Minister for Commerce and Industry and Mr. M. Sipalo, Zambia's Minister of Agriculture. According to the communiqué, the agreement came into force on 1 January 1968. By the terms of the agreement, Zambia has undertaken to buy 25,000 beef carcasses and 900 tons of beef offal a year for the next five years. The Swaziland Meat Corporation will act as the agent for the Swaziland Government and will supply the meat products to the Cold Storage Board in Zambia, which will act for the Zambian Government.

75. Mr. Nxumalo announced that a trade delegation from Zambia would soon visit Swaziland to hold further discussions on the possibility of trade in other products such as asbestos fibres, canned fruit, citrus, coal, paper, soft woods and wood pulp. It was agreed that the Zambian Ministry of Commerce, Industry and Foreign Trade would inform interested parties in Zambia of the various commodities available from Swaziland, and that further visits by Government and commercial delegations would be arranged to promote trade.

D. Social conditions

Labour

76. The principal occupations in Swaziland are in agriculture, forestry, light manufacturing, mining, construction and public service. In 1966 it was estimated that out of 182,496 persons of working age, 58,064 were employed within the Territory, 6,420 were working in the mines of South Africa and 8,858 were unemployed and seeking work. It was officially estimated in 1967 that during the next ten years the number of persons of working age would increase by about 60,000 and that the number seeking work would grow significantly.

77. The Swaziland Labour Department has carried out quarterly surveys of employment covering private firms with ten or more workers. The surveys show that at the end of June 1967, these firms employed 33,700 persons, compared with 31,500 at the end of March 1967 and 31,907 at the end of December 1966. Of those employed in June 1967, 28,100 were Swazis, 3,500 non-Swazi Africans and 2,100 Europeans.

78. As a spokesman for the department pointed out, **employers** notified more than 500 vacancies to its employment offices during the second quarter of 1967. Most of the jobs notified were for seasonal work in agriculture, but it had been difficult to find workers to fill these vacancies. At the end of June 1967, 331 persons remained registered as unemployed, most of them being unskilled labourers. Of the 331 seeking work, 38 per cent had been unemployed for more than three months, but less than one year, and 23 per cent had been unemployed for a year or more.

79. The above data is illustrative of the labour problem in Swaziland which consists of an over-supply of unskilled labour together with a marked shortage of skilled or semi-skilled workers. As part of its efforts to combat emerging unemployment, the Government has been putting into effect a programme of technical training in accordance with recommendations made by an ILO expert in 1965. Among the proposals of the expert, Professor N. Tolani, was the establishment of a National Council for Industrial Vocational Training and Trade Testing and the up-grading of the Swaziland Trade Training Centre into an Industrial Training Institute, for the training of all classes of industrial workers.

80. The Labour Department stated in its annual report for 1966/67 that the Institute had come under its control in November 1965 and had an enrolment of seventy-six students in the following year. During 1966/67, the Institute continued to improve its training scheme, although there were some staffing problems. Improvements in its facilities were being undertaken or scheduled for 1967/68. Such work provided valuable practical instruction for the trainees, particularly in the building and allied trades. Training syllabuses drawn up by Professor Tolani were being observed and improved instructional methods adopted. With the eventual appointment of a Controller of Industrial Vocational Training and Trade Testing and a principal with engineering qualifications, the staffing position would be greatly improved. However, there was a need for the appointment of three new instructors, if finance permitted.

81. Between January 1966 and March 1967, 382 workers took trade tests organized by the Department. Of these, 109 passed the Grade I test, 154 the Grade II test and 111 the Grade III test. The 374 who passed included 250 Swazis, 89 Europeans and 35 others, most persons of mixed origin.

82. At the end of March 1967, thirty-eight apprentices were registered. Employers were increasingly desirous of co-operating in the training of apprentices but what they could undertake was limited by their ability to provide adequate training facilities. The Department noted with interest the establishment of an Industrial Training Centre by the Usutu Pulp Company. At the opening of a new wing of the Centre in October 1967, the company's General Manager said that since the establishment of the Centre in 1965, the growth in equipment and scope of tuition had been such that it had been found desirable to extend the buildings. Recognition of the Centre by the City and Guilds of London Institute also laid an extra burden on the initial scheme.

83. At the 1967 annual meeting of the Federation of Swaziland Employers, the Deputy Prime Minister stated that the recent rapid development of the economy had tended to outstrip the supply of trained manpower. Although the Government was doing all that it could to correct this, much remained to be done by the employers. He urged the latter to encourage their employees to take an intelligent interest in the industrial development of the Territory. He also looked to the employers to do their utmost to train Swazis for positions of increasing responsibility in industry and commerce.

84. In July 1967, the Assistant Minister in the Deputy Prime Minister's Office stated, in reply to a question in the Assembly, that the proposed National Council for Industrial Vocational Training and Trade Testing would be under the independent chairmanship of an experienced industrialist. It would advise on all aspects of industrial training and would be representative of management, labour, the Swazi National Council and the Government. An experienced controller of industrial vocational training and trade testing was expected to assume his duties in Swaziland before the end of 1967.

85. The National Council for Industrial Vocational Training and Trade Testing held its first meeting during the week ending 23 September 1967. In opening the meeting, the Deputy Prime Minister said that unless special efforts were made and education and training schemes devised that would give Swaziland the much needed manpower for localization of staff in both the public and private sectors, the Swazis would never occupy their rightful places, or play an increasingly responsible part, in the management of their affairs. The Territory had reached

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a stage in the localization process\where there was, in certain sectors, an apparent obstruction or perhaps insufficient appreciation of the urgency of the matter or the strength of the Government's determination. Because of this, drastic measures had to be applied to make a break-through.

Public health

86. Budgetary expenditure on medical health services amounted to £198,971 in 1965/66, and was estimated at £215,478 in 1966/67. In his speech before Parliament on 7 July 1967, the King of Swaziland said that the Government appreciated the contribution which a properly developed health service could make to the welfare and standard of living of the people. Urgent improvements would be made at Mbabane Hospital, medical services to rural communities extended, and legislation prepared governing public health and housing. Measures would be taken to provide housing in the urban areas which had suffered from a massive influx of rural people now living in overcrowded conditions.

87. Speaking to the staff of the newly established Mbabane Health Centre on 17 August 1967, Mr. Allen Nxumalo, Minister of Health, said that it was his intention to set up committees comprising members of the public to advise him and the hospital authorities of ways in which the medical services in Swaziland could be improved. In order to wipe out tuberculosis, one of the most serious and most prevalent diseases in Swaziland, the Ministry of Health was undertaking a territory-wide campaign to vaccinate all children up to the age of 15 against the disease. On 18 September 1967, the first phase of the campaign started in the Manzini District, where a National Tuberculosis Control Centre had been established with the assistance of the World Health Organization (WHO) and UNICEF.

E. Educational conditions

88. According to the annual report of the Director of Education for 1966, the extent of the Government's participation in education is limited by the availability of finance. The long-term aim of providing education for every child of primary age had to be shelved to meet the claims of post-primary education, resulting from the urgent need for well-educated and well-qualified Swazis for

higher posts in Government and industry. The continued diversification of the economy has prompted the Government to adopt a policy of curriculum diversification at post-primary level. Under the Government's policy of complete non-racialism in education, all schools are open to children of all races, subject to fulfilment of entry regulations.

89. According to the Director of Education, almost half of the total expenditure of his Department (£1,085,947) for the fiscal year 1965/66 came from United Kingdom funds, about 6 per cent from religious mission sources and most (£518,836) of the rest from local revenues. The revised estimates for 1966/67 show the allocation for expenditure on education under the ordinary budget, amounting to £580,439.

90. Until late 1965, the main responsibility of the Department of Education was the provision of primary and secondary education, primary teacher training and technical and vocational training. On the basis of Professor Tolani's recommendations (see paragraph 77 above), the Department has since exercised no control over technical and vocational education with the exception of home economics training. The following table shows the situation in regard to schools and pupil enrolment during 1966:

	<u>Schools</u>	<u>Enrolment</u>	<u>Teachers</u>
Primary education ^{a/}	344	55,005	1,486
Secondary education ^{b/}	31	3,221	205
Teacher training	3	178	...
Home economics training	1	25	...

a/ The number of Africans in primary schools originally established for European children increased to 166 in 1966 out of an enrolment of 1,100. It was estimated that 95 per cent of English-speaking and 65 per cent of Swazi-speaking children in the primary group were in school. Following the Government's integration policy, the common syllabus became operative in all schools up to standard IV level in 1966 and introduction in all primary classes was expected to be completed by January 1968. A quarter of the teachers in the primary schools were uncertificated.

b/ About 70 per cent of the teachers in the secondary schools were non-Swazi.

91. Examination results obtained by students in the primary, secondary and teacher-training schools in 1966 were as follows:

	<u>Entries</u>	<u>Passes</u>
Standard VI	2,305	1,285 ^{a/}
Junior Certificate	554	344 ^{b/}
Cambridge Overseas School Certificate	117 ^{c/}	115 ^{d/}
Matriculation Certificate	29	9
Primary Lower Certificate	52	51 ^{e/}
Primary Higher Certificate	50	45 ^{f/}

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- a/ Of these, 141 passed in the first class, 767 in the second and 377 in the third.
- b/ Of these, 9 passed in the first class, 135 in the second and 200 in the third.
- c/ Excluding any who qualified by private study.
- d/ Of these, 14 passed in the first class, 39 in the second, 42 in the third and the rest in G.C.E. subject. A first or second class pass was required for entry to the UBLs.
- e/ Including 29 passes, 8 partial passes and 14 supplementary passes.
- f/ Including 26 passes, 9 partial passes and 10 supplementary passes.

92. In 1966, a large new primary school was opened, one rebuilt and certain others enlarged, including five which were provided with new buildings. Major building projects were completed or under construction at fifteen secondary schools. A plan was made for a substantial expansion of the facilities for primary teacher training at two colleges.

93. The Director of Education stated in his annual report for 1966 that an important factor militating against improvement in the efficacy and quality of the educational services was the comparative unattractiveness of the terms and conditions of service of teachers. As stated previously (see paragraph 40 above), this question was under consideration by a Salaries Commission appointed by the Government in late 1967.

94. In his speech before Parliament on 7 July 1967, the King of Swaziland said that in 1968 the Government would give the highest priority to the expansion of

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facilities for primary teacher training and would also improve the standard of secondary education by upgrading the "form one top" schools to junior secondary school level.

95. In the 1965/66 academic year, 220 students were enrolled at the University of Botswana, Lesotho and Swaziland (UBLS), of whom thirty were from the Territory. In July 1966, the enrolment rose to 270, including forty-four from Swaziland. As reported previously (A/6700/Add.10, chapter XI, paras. 30-31), a commission under the chairmanship of Sir Roger Stevens, Vice-Chancellor of the University of Leeds, was established in 1966 to review the role of the UBLS and the arrangements concerning its financing. The Commission's report was expected in 1967.

CHAPTER XI

MAURITIUS

CONSIDERATION BY THE SPECIAL COMMITTEE

1. The Special Committee considered the question of Mauritius at its 583rd and 584th meetings on 8 and 11 March 1968, in the light of the fact that Mauritius was scheduled to accede to independence on 12 March.
2. In its consideration of this item, the Special Committee took into account the relevant provisions of General Assembly resolution 2326 (XXII) of 16 December 1967, as well as other resolutions of the General Assembly, particularly resolution 2357 (XXII) of 19 December 1967 concerning twenty-six Territories, including Mauritius, by operative paragraph 7 of which the General Assembly had requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-third session on the implementation of the present resolution".
3. During the consideration of this item, the Special Committee had before it a working paper prepared by the Secretariat (see annex to the present 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 584th meeting, on 11 March, the Chairman, on behalf of the Special Committee made a statement welcoming the accession of Mauritius to independence on 12 March (A/AC.109/SR.584).
5. At the same meeting, statements were also made by the representatives of the United Kingdom of Great Britain and Northern Ireland, Madagascar, India, the Union of Soviet Socialist Republics, the United States of America, Australia and Chile (A/AC.109/SR.584).

ANNEX*

MAURITIUS

Working paper prepared by the Secretariat

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

1. The Territory of Mauritius has been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning it are set out in its report to the nineteenth, twentieth, twenty-first and twenty-second sessions of the General Assembly. a/ The General Assembly's decisions concerning the Territory are contained in resolutions 2066 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966 and 2357 (XXII) of 19 December 1967.
2. In June 1967 the Special Committee considered the report of Sub-Committee I concerning Mauritius. b/ The Special Committee adopted a resolution c/ which approved the Sub-Committee's report and endorsed the conclusions and recommendations contained therein. By this resolution, which pertained also to Seychelles and St. Helena, the Committee urged the administering Power to hold free elections in the Territory without delay on the basis of universal adult suffrage and to transfer all powers to the representative organs elected by the people. It further urged the administering Power to grant the Territory the political status chosen freely by its people and to refrain from taking any measures incompatible with the United Nations Charter and the Declaration on the Granting of Independence to Colonial Countries and Peoples. It reaffirmed that the right to dispose of the natural resources of the Territory belonged to its people. It deplored the dismemberment of Mauritius by the administering Power which violated its territorial integrity, in contravention of the relevant resolutions of the General Assembly, and called upon the administering Power to return to the Territory the islands detached therefrom. It declared that the establishment of military installations and any other military activities in the Territory was a violation of General Assembly resolution 2232 (XXI), which constituted a source of tension in Africa, Asia and the Middle East, and called upon the administering Power to desist from establishing such military installations. Finally, it requested the administering Power to report on the implementation of the resolution to the Special Committee.
3. By resolution 2357 (XXII) of 19 December 1967, which concerned twenty-six Territories, including Mauritius, the General Assembly approved the chapters of the report of the Special Committee relating to these Territories; reaffirmed the inalienable right of the peoples of these Territories to self-determination and independence; called upon the administering Power to implement without delay the

a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 8 (A/5800/Rev.1), chapter XIV; *ibid.*, Twentieth Session, 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; A/6700/Add.8, chapter XIV.

b/ A/6700/Add.8, chapter XIV, annex.

c/ Ibid., chapter XIV, paragraph 194.

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

II. INFORMATION ON THE TERRITORY^{d/}

4. Basic information on Mauritius is contained in the Special Committee's report to the General Assembly at its twenty-second session (A/6700/Add.8, chapter XIV). Supplementary information is set out below.

A. General

5. Up to 8 November 1965, the Territory of Mauritius consisted of the island of Mauritius and its dependencies, Rodrigues, the Chagos Archipelago, Agalega and the Cargados Carajos. On that date the Chagos Archipelago was included in the "British Indian Ocean Territory".

6. The total population of Mauritius at the end of 1966, excluding the dependencies, was estimated at 768,692 (compared with 751,421 at the end of 1965) divided into a general population comprising Europeans, mainly French; Africans and persons of mixed origin, 223,357; Indo-Mauritians, made up of immigrants from the Indian sub-continent and their descendants, 520,463 (of whom 394,365 were Hindus and 126,098 Muslims); and Chinese, consisting of immigrants from China and their descendants, 24,872. Latest estimates (December 1967) are that at the present rate of increase of 2.6 per cent per year, the population will reach two million by the end of the century.

7. The Territory, already very densely populated, is beset with a rapid rise of population which results in a reduction of living standards among certain sections of the people, and an increasing level of unemployment.

B. Political and constitutional developments

1967 elections

8. On 7 August 1967, general elections were held in Mauritius to decide the future of the Territory. The principal contestants were the Independence Party (IP), led by Sir Seencosagur Rengoolam (which was formed by an electoral alliance of the Mauritius Labour Party (MLP), the Independent Forward Bloc (IFB), and the

^{d/} This section is based on: (a) information collected by the Secretariat from published sources; and (b) information transmitted under Article 73 e of the Charter by the United Kingdom of Great Britain and Northern Ireland for the Year ending 31 December 1966.

Muslim Committee of Action (MCA)), and the Parti Mauricien Social Démocrate (PMSD), led by Mr. C.G. Duval. Sir Seenoosagur favoured independence within the Commonwealth, while Mr. Duval advocated continuing association with the United Kingdom. In the final results, the IP secured 39 out of 62 elected seats in the new Legislative Assembly, the remaining 23 being won by the PMSD. Under the "best loser system" which prevails in the Territory, each party obtained four extra seats. Therefore the Assembly consists of 70 members made up as follows: IP, 43 (MLP, 27; IFB, 11; MCA, 5) and PMSD, 27.

9. Limited violence was reported before and during the elections. According to police reports, one or two people who were seriously injured in stone-throwing incidents on 6 August in certain parts of Port Louis, the capital, later died in the hospital. On polling day, police intervened in Port Louis to break up fighting in which twelve persons were hurt and many cars damaged. No disturbances were reported thereafter.

10. Six Commonwealth observers (with Mr. Maurice Abela of Malta as chairman) were appointed to observe the elections. They stated, in a report published on 4 September 1967, that the election results reflected the true wishes of the people and that the two principal political parties collaborated effectively in the maintenance of order. The observers did not consider that the disturbances which occurred in Port Louis had had any effect on the voting.

Entry into force of new constitutional arrangements

11. As previously noted by the Special Committee, the Constitution of Mauritius, set out in the Mauritius Constitution Order, 1966, incorporated the proposals agreed upon at the 1965 constitutional conference, as well as the subsequent agreement on electoral arrangements. The new Constitution came into operation on 12 August 1967, five days after the general election had been won by the IP. Mauritius now has full internal self-government, although the Governor continues to be responsible for defence, external affairs, public order and public safety, and the police force. In the exercise of his functions, the Governor generally acts on the advice of a Council of Ministers collectively responsible to a wholly elected Legislative Assembly.

12. On 14 August 1967, the Governor announced the formation of the Council of Ministers. Sir Seenoosagur Ramgoolam, leader of the IP, was appointed Premier and Minister of Finance. Fourteen other ministers were appointed from among the members of the Legislative Assembly: eight from the MLP, four from the IFB and two from the MCA. In accordance with the provisions of the new Constitution, the Governor also appointed Mr. C.G. Duval, leader of the FMSD, as Leader of the Opposition, and Mr. T.D. Vickers as Deputy Governor.

Question of independence

13. Decision taken in 1965. At the 1965 constitutional conference attended by representatives of all the political parties in the Mauritius Legislature, the main point at issue was whether the Territory should seek independence or continued association with the United Kingdom. The MLP and the IFB advocated independence; the MCA was also prepared to support independence, subject to certain electoral safeguards for the Muslim community. The PMSD, on the other hand, favoured a continuing link with the United Kingdom. At the end of the conference, the Secretary of State from the Colonies announced the decision that Mauritius would proceed to full independence, subject to an affirmative resolution passed by a simple majority of the new Legislative Assembly, and a period of six months' full internal self-government. He also hoped that the necessary processes could be completed before the end of 1966. However, for various reasons, the elections were delayed for more than a year after the date envisaged by the Secretary of State.

14. Debate during the 1967 elections. As noted above, the PMSD once again sought continuing association with the United Kingdom. It stated that this policy made more sense for an isolated island with a highly vulnerable economy. It stressed the benefits which Mauritius would derive from the United Kingdom's entry into the European Economic Community (EEC) and consequent association of the Territory with the EEC. This, it assumed, would ensure free entry of emigrants from Mauritius and the sale of its sugar, the most important single export product, at a satisfactory price to the members of the EEC.

15. The IP, for its part, pointed out that the PMSD had never defined precisely what kind of association it wanted with the United Kingdom. It also argued that there was no guarantee that the United Kingdom would ever join the EEC, or that, if it did, the EEC members would accept an influx of Mauritians.

/...

16. Independence motion. On 22 August 1967, the Premier tabled the following motion in the newly elected Legislative Assembly:

"This Assembly requests Her Majesty's Government in the United Kingdom to take the necessary steps to give effect, as soon as practicable this year, to the desire of the people of Mauritius to accede to independence within the Commonwealth of Nations and to transmit to other Commonwealth Governments the wish of Mauritius to be admitted to membership of the Commonwealth on the attainment of independence."

17. Sir Seenoosagur said that the motion was only a reflection of the will of the people of Mauritius as expressed in unequivocal terms by the poll of 7 August 1967. Mauritius' accession to independence did not mean its separation from the United Kingdom. On the contrary, it would maintain close relations with the United Kingdom and other members of the Commonwealth. Furthermore, it would strengthen its ties with France. The United Nations and the other international organizations would provide Mauritius with more assistance. Sir Seenoosagur believed that independence could give a reliable guarantee to democracy in Mauritius. It would also mean an end to colonialism and discrimination in all forms, and the emergence of Mauritius as a stronger and more unified nation. He urged those opposing independence to be realistic and to remember the wind of change which had liberated many countries, some even smaller than Mauritius. He also asked the Opposition to take into account the fact that only an independent Mauritius could solve its economic problems.

18. Mr. C.G. Duval, leader of the PMSD, was opposed to the independence motion on constitutional and economic grounds. In particular, he considered it to be in contradiction of the decision taken at the 1965 constitutional conference, whereby Mauritius should become independent after a period of six months' full internal self-government.

19. After the PMSD had walked out in protest, the Legislative Assembly unanimously adopted the independence motion.

20. Date of independence. A delegation from Mauritius, led by Sir Seenoosagur, visited London in October 1967 to discuss with the United Kingdom Government, inter alia, the question of independence. On 24 October, it was announced that Mauritius would become independent on 12 March 1968 and would be admitted to membership of the Commonwealth.

21. Mauritius Independence Bill. On 14 December 1967 Mr. George Thomson, Secretary of State for Commonwealth Affairs, moved the second reading of the Mauritius Independence Bill. The bill provides for the attainment by Mauritius of fully responsible status within the Commonwealth. In the course of his speech, Mr. Thomson said that the population of Mauritius, which had doubled in 1942, was now more than 700,000. At the present rate of increase it would total about two million by the end of the century. This population explosion had been at the root of many of the economic difficulties of Mauritius in recent years. For the past two years, its Government had sponsored a family planning campaign which the United Kingdom Government had encouraged by technical assistance. Agreement had been reached concerning the provision of additional financial aid to Mauritius in 1967/68, and during that year there should be further talks between the two Governments on aid for the following year. (See paragraphs 52-63 below).

22. Mr. Thomson also said that, in accordance with the undertaking at the 1965 constitutional conference, his Government had offered to enter into a defence agreement with Mauritius. Negotiations with the Mauritius Government were planned to be held in January 1968. In general, the agreement would be on the lines set out in the 1965 White Paper (Cmd. 2797). The United Kingdom enjoyed certain defence facilities in Mauritius: in particular, it had staging rights and an important communications centre. It was expected that the agreement would provide for the United Kingdom to continue to enjoy these rights.

23. During the debate on the bill, it was suggested that measures should be taken to provide continued economic and other assistance to Mauritius with a view to further strengthening the economy and reducing its dependence on sugar. With regard to this suggestion, Mr. George Thomas, Minister of State for Commonwealth Affairs, stated that he envisaged a continuing flow of capital aid and technical assistance to Mauritius, the form of which would be the subject of minor adjustment to take account of the independent status of the island. Aid for the immediate post-independence period would be discussed in the next few months. The United Kingdom Government was contributing 70 per cent of the total public sector investment in Mauritius in 1967/68. Aid was concentrated on those projects which would increase production opportunities, and so employment. Subsequently, the bill was read a second time.

24. On 20 January 1968, the bill was considered by the House of Commons in committee. The Minister of State for Commonwealth Affairs, stated, in reply to a question, that aid for an independent Mauritius would have to bear a relatively small though important reduction owing to the devaluation of the British pound. The Committee stage was then concluded and the bill passed its remaining stages.

Question of communal divisions and rivalries

25. As previously noted, at the 1965 constitutional conference, the PMSD, besides advocating a continuing link with the United Kingdom, called for a referendum to allow the people of Mauritius to choose between independence and association. The then Secretary of State for the Colonies rejected this request on the ground that the main effect would be "to prolong the current uncertainty and political controversy in a way which could only harden and deepen communal divisions and rivalries".

26. Such divisions and rivalries, however, have continued in existence. The most recent example was the fighting which erupted on 20 January 1968 between two rival groups in Port Louis - one from the Muslim and the other from the Creole community. The trouble then spread to these two communities.

27. In a broadcast on 22 January, the Governor stated that the state of emergency previously declared in the capital had been extended to cover the whole island of Mauritius; that British troops were being flown from Singapore to help the local police to restore order in the Territory; and that the police had been given wider powers. Appeals for a return to law and order also came from the Territory's political and religious leaders.

28. On 23 January, about 150 men of The King's Shropshire Light Infantry arrived. On the following day, when a series of clashes again occurred in Port Louis, they and some 700 local policemen were engaged in chasing and dispersing mobs who were said to become increasingly elusive. The arrival of the frigate, HMS Euryalus, immediately brought into action navy helicopters to assist in pin-pointing trouble-spots.

29. On 25 January, both the British troops and the local security forces gained the upper hand for the first time. They sealed off the predominantly Muslim

section of the capital; a house-to-house search brought a haul of crude weapons and uncovered a firebomb factory. The police also rounded up several hundred people. Thereafter, most shops and businesses reopened.

30. On the same day, the British destroyer, HMS Cambrian, arrived at Rodrigues and put troops ashore to help restore order following riots on 23 January. After the troops had helped the local police to round up six alleged ringleaders of the riots, the situation was reported to be calm. The trouble was said to have been based on a misunderstanding about the distribution of relief food in the wake of two cyclones during the previous two weeks.

31. The local police and British troops were able to stop clashes between the Muslim and Creole communities in Port Louis through repeated search operations in troubled areas, but small-scale violence continued until 29 January. On the following night the Government imposed a curfew from 7.00 p.m. to 5.00 a.m. in the capital and two adjacent areas, which brought an immediate halt to the violence between the two communities.

32. The official toll on the island of Mauritius was 24 killed by rioters, about 100 injured and over 330 arrested. Violence and fear had forced some 4,000 people from these two communities to leave home and seek safety elsewhere.

33. The Prime Minister was reported to have stated that the communal clashes, serious though they were, were not a political outburst. While disagreeing with the view of Mr. C.G. Duval, a Creole and leader of the PMSD, on the question of the presence of British troops in Mauritius, Sir Seenoosagur said that these troops probably would remain in the Territory until its independence on 12 March. Before that date, a defence agreement would be concluded with the United Kingdom Government. The agreement would give him the option of calling for British military assistance if his Government thought it necessary. He stressed that there was nothing abnormal about having British troops present in a country during and after the proclamation of independence.

34. Sir Seenoosagur was reported to have said that he had paid tribute to Mr. Duval as a patriot, but that the PMSD had "done itself untold harm by its action". He also said that Mr. Abdul Razack Muhammad, leader of the Muslim Committee of Action (MCA) and Minister of Housing, had become the undisputed leader of all Muslims as a result of the disturbances, adding, however, that he was not aware of any plot by the PMSD for an upheaval, as alleged by the Muslims.

35. In reply to the MCA's charges that he had dismissed without investigation reports of arms smuggling by the PMSD into and around the island of Mauritius, the Governor was reported to have said: "Any report of gun-running has been investigated and nothing has been found".

External relations

36. Noting that Mauritius would become independent in 1968, the United States Department of State announced on 26 October 1967 that it planned to reopen a Consulate at Port Louis for the first time since the nineteenth century.

37. During a visit to Paris, in the same month, the Premier of Mauritius said that his country sought co-operation with France, particularly in the cultural and economic fields; wished to conclude agreements between the two countries; would establish closer relations with Madagascar and Réunion, and wished to join the European Economic Community (EEC).

38. According to an article in the French newspaper, Le Monde, the Government of Mauritius intended to strengthen the cultural, economic and historical ties with France, while maintaining close relations with the United Kingdom and India. The view had been expressed that Mauritius, Madagascar and Réunion could create an area of closer cultural and economic co-operation through the establishment of a common market. Provided that the departmental status of Réunion was not implicated, the French Government should not oppose such a plan. At present, the article continued, only Madagascar still had reservations. With effective assistance from France, Mauritius and Réunion could be induced to harmonize their development in the cultural, commercial and industrial fields. The Mauritius Government would appear to be ready to give certain pledges in this regard in exchange for financial aid and a reorganization of the economic systems of the two islands. On the question of Mauritius joining EEC, the French Government was reported to have given no pledge of support to the Premier of Mauritius. It was also reported that the Territory would be represented in Paris in November 1967 by a Consul of French origin, who would become the first ambassador to France upon Mauritius' accession to independence.

39. The East African Economic Community, formed by Kenya, the United Republic of Tanzania and Uganda, was formerly inaugurated on 1 December 1967 at Arusha, Tanzania. At the inaugural, attended by heads of State and representatives of

eight neighbouring countries, Ethiopia, Somalia and Zambia made application for membership. Mauritius is expected to become a member upon its accession to independence.

40. Based upon a series of studies prepared by the United Nations Economic Commission for Africa (ECA), the East African Agreement provides for a common external tariff and for eventual free trade within the community. It also provides for continuation and expansion of the existing arrangements for the administration of certain government services of Kenya, the United Republic of Tanzania and Uganda. The Agreement's main new feature is the creation of an Industrial Development Bank.

41. From 13 to 15 December 1967, in a friendly atmosphere in New Delhi, the Premier of Mauritius had talks with Indian leaders on further strengthening economic, social and cultural relations between the two countries. He suggested that an Indian delegation should visit Mauritius, and survey markets for Indian products and possibilities of setting up joint industrial ventures. He also stressed the need for a direct shipping service between India and Mauritius.

42. Speaking to newsmen at the Press Club of India on 15 December 1967, Sir Seenoosagur said that India had contributed some 67 per cent and France some 30 per cent of the population of Mauritius. Like France, India had a great responsibility towards Mauritius. India was already granting a large amount of technical assistance and offering scholarships to Mauritian students. He invited Indian industrialists to establish industries in his country. Referring to the impending emergence of Mauritius as an independent country, he said that his country would remain in the Commonwealth and would make every effort to ensure freedom for all and equality and friendship.

C. Economic conditions

General

43. Sugar is the mainstay of the Mauritian economy. In 1966, 216,000 acres of the total area of land under cultivation (227,000 acres) were devoted to sugar cane. The remainder of the cultivated land was used for growing tea, (7,100 acres); tobacco (1,300 acres); aloe fibre (900 acres); and food crops, vegetables and fruits, excluding interline crops in cane fields (1,700 acres).

44. There was a slight decline in the gross national product during the year, which was estimated at Rs. 784 million,^{e/} or Rs. 15 million less than in the previous year. The Government attributed the decline to the fact that during this period, the Territory's sugar production decreased from 664,000 tons to 562,000 tons, and the average price of sugar from £21.5 per ton to £17.9 per ton.

45. The greater part of the sugar produced in Mauritius is sold under the Commonwealth Sugar Agreement which runs to the end of 1974. Under the Agreement, Mauritius exports a quota (380,000 tons per annum) to the United Kingdom at a negotiated price (£47.10s. a ton in 1966-68). In addition, Mauritius may export to Commonwealth preferential markets (in fact, the United Kingdom and Canada) a further quota each year, on which it receives the world price plus the value of the tariff preferences in these preferential markets. The two quotas allocated to Mauritius total 470,000 tons a year. The Government expected sugar production in 1967 to reach 650,000 tons and hoped to obtain assistance from the members of the European Economic Community in disposing of that part of the sugar production to be sold to non-Commonwealth countries.

46. In 1966, the Territory's total external trade was about Rs. 671 million, down from Rs. 681 million in the previous year. Imports, including foodstuffs which are imported to supplement the Territory's own production, were valued at Rs. 367 million in 1965 and Rs. 333 million in 1966, compared with exports totalling Rs. 313 million and Rs. 338 million respectively. During 1966, the Territory had a favourable balance of visible trade amounting to more than Rs. 4 million. Of its total imports, 63.6 per cent came from non-Commonwealth countries, 23.7 per cent from the United Kingdom and 12.7 per cent from other Commonwealth countries. Of the Territory's exports, 80.1 per cent of Mauritian exports went to the United Kingdom, 10.0 per cent to other Commonwealth countries and 9.9 per cent to non-Commonwealth countries.

47. During recent years, economic development in Mauritius has lagged behind its needs. The sugar industry has not been able to give employment to a large part of the rise in the total labour force. While continuing to promote the expansion of agriculture, the Government declared in 1963 that the solution of the economic problems of Mauritius lay mainly in more extensive industrialization. Between 1963 and 1967, some fifty new secondary industries were introduced on a

e/ One Mauritius rupee is equivalent to \$US.10 or 10 cents.

relatively small scale. Those established in 1967 included a tea factory constructed by the Tea Manufacture (Sugar Millers) Ltd., at a cost of Rs. 2.5 million and a modern plant capable of producing 1,200 tons of electrodes a year. Despite the Government's efforts to develop labour-intensive industries, unemployment has continued to rise. (See paragraph 66 below).

Current economic policies

48. In a speech delivered to the Legislative Assembly on 22 August 1967, the Governor stated that in view of the gravity of the unemployment problem, the Government would continue to give priority to economic development and to the creation of additional jobs, and would extend full support and co-operation to the private sector of the economy. Since the uncertainty regarding the constitutional future of Mauritius had been removed, the Government trusted that the rate of local and foreign investment in the Territory would increase and that the private sector would make its full contribution to a concerted national effort.

49. Proposals were made to review the incentives and machinery for facilitating and promoting industrial development and to establish an Industrial Promotion Centre with the assistance of the United Nations Industrial Development Organization (UNIDO). The Government would supplement fiscal protection by quantitative import restrictions where necessary to maintain or stimulate local production whether of consumer or capital goods. Steps would be taken to set up an authority for the port of Port Louis in order to co-ordinate harbour and industrial development.

50. Special attention would continue to be given to agriculture, both as a means of providing employment and of replacing imports of foodstuffs. The government agricultural services would be reorganized and strengthened so as to improve their ability to plan and execute agricultural development, including land settlement, for which a target of 10,000 acres, to provide a livelihood for 5,000 families, had been set. Measures would be taken for promoting further the diversification of agriculture (including the cultivation of rice and pulses) and the expansion of the co-operative movement.

51. The Government appreciated the contribution which emigration could make to the relief of unemployment, though sometimes exaggerated. It would pursue vigorously the search for openings for those who were ready and anxious to seek employment abroad. Considering that the maintenance of the standard of living could not be achieved without effective control of population growth, the Government would continue to give maximum encouragement to family planning. Financial and technical assistance from international sources, already guaranteed or under negotiation, would enable the voluntary agencies engaged in this work to extend and intensify their activities. Finally, it was proposed to review and strengthen the youth services engaged in this work to extend and intensify their activities. Finally, it was proposed to review and strengthen the youth services of the Ministry of Education with a view to preparing the youth of Mauritius for full and active participation in the Territory's economic and social development.

Financial talks

52. During its visit to London in October 1967, the Mauritian delegation held discussions with the United Kingdom Government on the question of financial assistance to the Territory.

53. The representatives of Mauritius stated that for certain economic reasons resulting from the rapid growth of population in the Territory, which had been a prime factor in causing heavy unemployment, their Government would be faced with deficits in the capital and recurrent budgets for 1967-68. They had already taken measures designed to reduce the gap, they undertook to bring the recurrent budget into balance by 1968-69, and they gave an indicated nature of further measures which their Government intended to take for that purpose. They also agreed on necessary limitations in the capital budget. There would nevertheless be an inescapable residual deficit, and to meet this they asked the United Kingdom Government for additional aid.

54. On this basis, the United Kingdom delegation agreed to recommend for parliamentary approval the provision of additional aid to the Mauritius Government in the Territory's fiscal year 1967-68. It was also agreed that there should be

further talks between the two Governments at a mutually convenient date in the early part of 1968 in regard to the question of British aid to Mauritius in the financial year 1968-69.

55. In a broadcast from London on 30 October 1967, Sir Seenoosagur Ramgoolam said, inter alia, that for the first time in its history Mauritius had had to seek budgetary aid from the United Kingdom Government. In London, the discussions had been cordial and that Government had acted with discernment and understanding by providing the Territory with aid and loans totalling Rs. 57 million (£4.3 million) for the current financial year. A precondition to this was that the Mauritius Government should introduce some austerity measures in its budgetary policy.

56. In reply to a question in the United Kingdom House of Commons on 1 November, the Secretary of State for Commonwealth Affairs drew attention to the points contained in the communiqué of 28 October concerning the financial talks recently held with the Government of Mauritius. He also said that as a result of these talks, his Government had agreed to give additional aid of £2.8 million, making a total of £4.3 million to meet the residual deficit in the Mauritius fiscal year 1967-68.

Public finance

57. In a speech delivered on 14 November 1967 to the Legislative Assembly, Sir Seenoosagur Ramgoolam stated that in the fiscal year 1967-68, recurrent expenditure was expected to be Rs. 234.8 million, including Rs. 215.5 million previously approved by the Assembly. Recurrent revenues without taking into account budgetary aid from the United Kingdom and new fiscal measures proposed by the Government would be Rs. 204.6 million, leaving a deficit of Rs. 30.2 million. Part of this deficit (Rs. 17 million) was to be met by a grant-in-aid from the United Kingdom, and the rest by the imposition of higher taxes and the reduction of government spending.

58. The proposed fiscal measures included: (1) an increase in import duties on motor spirit, gas oil, diesel oil and other fuel oils, and capsules; (2) a 5 per cent surcharge on imported goods; (3) a 5 per cent surtax on corporate undistributed profits; (4) an additional charge of 5 per cent of all dues, fees and

charges payable for government services of whatever kind; (5) suspension of overseas leaves; (6) postponement of the nominations to certain posts; and (7) cutbacks in administration costs such as parliamentary and ministerial allocations.

59. Sir Seenoosagur also asked the Legislative Assembly to modify the capital budget for 1967-68. He recalled that a capital budget of just over Rs. 85 million had been passed by the Assembly on 30 May 1967. Taking into account money unspent in 1966-67, over Rs. 92 million had been voted for 1967-68 (an increase of Rs. 37 million over the previous financial year). It was now estimated that actual expenditure for the current financial year would be around Rs. 57 million. After accepting this figure, the United Kingdom Government had agreed to provide Mauritius with Rs. 20 million in grants and another Rs. 20 million in loans. Sir Seenoosagur pointed out that even this reduced estimate was nearly Rs. 3 million more than had been actually spent in the previous financial year, representing an increase of 5 per cent. Therefore the Government was increasing its investment in the future of Mauritius despite the present difficulties.

60. Sir Seenoosagur said that the capital budget having been reduced, the list of priorities in the 1966-70 development programme was revised. The Government intended to continue a high level of expenditure on projects such as the agricultural development of Rodrigues (the principal dependency of Mauritius), tea development, loans to manufacturing industries and industrial infra-structure such as water supply, sewerage and harbour facilities. In view of the time that had elapsed, the Government decided that the Cyclone Housing Programme of the Central Housing Authority would be terminated at the end of March 1968 and replaced by a new public housing programme.

61. In describing the financial position of the Territory, Sir Seenoosagur said that recurrent revenue and expenditure for 1966-67 amounted to Rs. 199.2 million and Rs. 220.9 million respectively, giving rise to a deficit of Rs. 21.7 million; the Government's reserve funds were completely exhausted. The deficit was accounted for by two main factors: the decline in the national income after a long, uninterrupted spell of progress - a decline primarily due to unfavourable export income, itself ascribable to a reduced sugar crop selling at a lower average than might have been expected; and the heavy burden of unemployment which,

however much the Government might attempt to relieve it, was inevitably falling as a family responsibility on a great part of the community, leaving it with a narrower margin for all but the simpler necessities.

62. Sir Seenoosagur thought that with the national income now moving in the right direction, it was reasonable to expect greater buoyancy in revenue returns, and that a remedy must be found for the problem of unemployment. He considered it necessary to develop and strengthen the Territory's economy against the repercussions of population pressure, as well as to balance the recurrent budget. He also considered that austerity was essential and must be accepted in a spirit of national sacrifice in order to re-establish prosperity. While confident that the Territory's resources would permit it to overcome its economic difficulties relatively quickly, he did not expect the period of austerity to be a short one. He said that the proposed fiscal measures referred to above were of a temporary nature. The Government was studying the question of the revision of its financial system. But further measures would be taken before the end of the current financial year, if the circumstances required. To impose taxes and to reduce privileges, however worthy the cause or harsh the necessity for the public good, might be expected to influence people but without winning them as friends. Nevertheless, he believed that total taxation at a little more than 20 per cent of the national income was by no means high, if social justice had meaning and the principles of maximum public advantage were meant to apply.

63. Finally, Sir Seenoosagur gave an assurance that the Government's policy remained steadfast in the will to encourage enterprise and to develop local industry so that the resources of the country might be utilized to the full.

Banking and currency

64. In September 1966, the Bank of Mauritius Ordinance was passed for the purpose of establishing a Central Bank in the Territory. The purposes of the Bank are to safeguard the internal and external currency of Mauritius and its international convertibility and to "direct its policy towards achieving monetary conditions conducive to strengthening the financial system and increasing the economic activity and the general prosperity of Mauritius".

65. On 18 November 1967, the United Kingdom announced the devaluation of the pound by 14.3 per cent. Since the immediate effect on Mauritius would have been to reduce the value of financial aid from the United Kingdom by the same amount,

the aid being given in pounds, the Mauritian rupee was devalued as of 21 November in order to adjust to the United Kingdom's revalued pound.

D. Social conditions

Labour

66. In recent years, the economy has not expanded fast enough to provide work for all the new entrants into the labour force. The number of persons registered as unemployed rose from 13,444 in mid-1965 to 15,002 in mid-1966. In August 1967, total unemployment was reported to be 50,000 or over 15 per cent of the working force. During this period, relief workers were maintained with a view to providing work on a four-day week basis to unemployed persons. Relief workers employed by the Government numbered nearly 30,000 in December 1967, an increase of more than 10,000 over the previous year. Early in October 1967, 10,000 of such workers were dismissed as an economy measure. Their dismissal led to riots in Port Louis and Curepipe, the two principal towns of the Territory. Subsequently, the Government appointed a committee to review the whole question of unemployment and relief works.

67. As previously noted by the Special Committee (A/6700/Add.8, chapter XIV), on 28 April 1966 the Government published the first of its biannual surveys of employment and earnings in large establishments. On 29 September it published its second survey.^{f/} The main purpose of these surveys is not so much to arrive at a total figure of employment, but to provide a continuous series of comparable data which show changes in employment from year to year, from one part of the year to another, and between the various sectors of the economy.

68. The second survey covered 898 establishments (896 in April 1966), which employed 124,479 workers (119,268 in April 1966), including 35,129 on monthly rates of pay and 89,834 on daily rates of pay. Employment by major industrial groups (with the comparable figures for April 1966 given in parentheses) was as follows: agriculture, 56,647, including 53,493 employed by the sugar industry (55,212, including 51,868 employed by the sugar industry); manufacturing, 7,031 (6,850); construction, 2,442 (2,727); mining and quarrying 157 (159);

f/ Mauritius: A Survey of Employment and Earnings in Large Establishments (No. 2), 29 September 1966.

electricity, 1,319 (1,311); commerce, 3,100 (2,961); transport, storage and communication 4,955 (4,102); services, 48,728 (45,849); and others, 100 (87);

69. Between April and September 1966, there was an increase in the average monthly rates of pay for all workers covered by the surveys, with the exception of those in the transport, storage and communications industry whose average monthly salaries decreased by Rs. 84. During the same period, upward adjustments were made in the average daily rates of pay for workers in such industries as agriculture, construction, electricity, commerce, and transport, storage and communication. Such rates for workers in certain other industries, e.g., mining and quarrying, manufacturing and services, showed a decline, and those for workers engaged in miscellaneous activities remained practically unchanged.

70. At the end of 1965, there were 95 trade unions consisting of 47 associations of employees in private employment, 32 associations of government servants and 16 of employers. The total membership on the rolls was 46,520, of whom 43,284 were compliance members. The latter figure included: employers, 417; government servants, 5,517 and employees, 37,350. The Ministry of Labour reported^{g/} that eleven trade unions were registered from 1 January 1965 to 30 June 1966. There were ten trade disputes involving 2,974 workers and resulting in a loss of 3,514 man-days. The main cause of these disputes was dissatisfaction with conditions of employment.

Public health

71. There are three systems of providing medical services in Mauritius, of which the largest is the government medical services, administered by the Ministry of Health. Other medical services are provided by the sugar estates for their employees, as required by the Labour Ordinance, while maternity and child welfare services are provided partly by the Government and partly by the Maternity and Child Welfare Society and the Sugar Industry Labour Welfare Fund.

72. Recently, some important changes have occurred in these systems. Government expenditure on medical and health services in the financial year 1965-66 was Rs. 20.7 million (an increase of Rs. 1.0 million over the previous year), or about

^{g/} Mauritius: Report of the Ministry of Labour (Registry of Associations Branch) for the period, 1 January 1965 to 30 June 1966 (No. 14 of 1967).

9.8 per cent of the Territory's total expenditure. In 1966, there were thirty-nine maternity, child welfare and social welfare centres, representing a reduction of one from the previous year. The number of beds available for in-patients in the Territory increased by fifty-five to 3,394 and that of general beds by forty-two to 2,118, amounting to a proportion of one general bed per 362 persons. There were 130 government and eighty-four private physicians (compared with 137 and 74 respectively in the previous year). There was, thus, one physician for every 3,592 persons.

73. On 7 November 1966, following its formulation of detailed plans for family planning, the Ministry of Health launched a Territory-wide campaign. At the end of the year, there were 124 family planning clinics in the Territory. In March 1967, a liaison officer was appointed to the Ministry, with the help of the Oxford Committee for Famine Relief (OXFAM), to co-ordinate aid from overseas and to liaise between the Ministry and the voluntary bodies concerned. In December 1967, the Premier of Mauritius stated that the annual increase of population amounted at one time to 3.4 per cent, and that now with family planning, it had come down to 2.6 per cent.

E. Educational conditions

74. Enrolment in primary, secondary, teacher-training and vocational schools in 1966 was as follows:

	<u>Schools</u>	<u>Enrolment</u>	<u>Teachers</u>
Primary education	340 ^{a/}	136,944 ^{b/}	4,129
Secondary education	143 ^{c/}	34,788	1,520
Teacher training	1 ^{d/}	517	23
Vocational training	3 ^{d/}	305	21

a/ Comprising 168 government, 55 aided and 117 private schools.

b/ Representing over 88 per cent of all children of primary school age (5-6 to 11-12 years).

c/ Comprising 4 government, 13 aided and 126 private schools.

d/ Government schools.

75. One of the main objects of the Government has been to expand facilities for primary education as rapidly as possible to include children of primary school age. In 1966, the Government opened eight new primary schools, but the pressure on the accommodation in the government and aided primary schools continued to be intense.

76. In a report submitted at the end of 1965 and published on 23 January 1967, the Committee on Secondary Education stated that there was a growing awareness of the necessity for secondary schools to offer commercial and technical courses, along with the broader grammar education. Among the more important suggestions made by the Committee were: (a) existing secondary schools should be encouraged to develop non-grammar school streams; (b) schools which were disposed to introduce, within curriculum of studies, subjects like commerce, journalism, etc., should see to it that they were properly equipped to do so; (c) schools in a rural area should try to give an agricultural bias to their curriculum; (d) schools should give their pupils practical notions of service to the community, a knowledge of the workings of local government and develop in them practical judgement, a sense of initiative and of nationhood; and (e) a secondary school pupil should be so trained as to enable him to be put on the path of further education and independence of living.

77. An additional problem has been the inadequacy of the facilities for further education. In 1966, there were more than 1,300 students following full-time courses in institutions of higher education overseas.

78. Fully recognizing the need to accelerate the development of vocational, technical and further education, the Government in 1966 established two more vocational training centres and concluded an agreement with the United Nations Development Programme (UNDP) concerning the setting up of a Trade Training Centre, for which the UNDP has earmarked about Rs. 4 million. On 16 June 1967, the Government opened the University of Mauritius, towards which the United Kingdom Government has made an initial pledge of Rs. 3 million from Colonial Development and Welfare funds. On that occasion, Dr. L.J. Hale, Vice-Chancellor, stated that the aim of the new university was to provide courses vital to the immediate economic development needs of the Territory. The university would expand its activities to the maximum, particularly in the field of research. It would collaborate with other existing institutions such as the various research institutes, the Department of Agriculture, the Institute of Mauritius, the Planning Authorities and the Trade Training Centre.

Dr. Hale also stated that he was pleased with the efforts thus far made by his teaching staff (numbering 47 in 1966).

79. Government expenditure on education in the financial year 1965-66 totalled Rs. 30.3 million (an increase of Rs. 1.4 million over the previous year), of which Rs. 26.9 was recurrent and Rs. 3.4 million capital expenditure. Education accounted for 12.6 per cent of the Territory's total recurrent expenditure.

CHAPTER XII

SEYCHELLES AND ST. HELENA

I. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 594th meeting, on 1 April 1968, the Special Committee, by approving the thirty-fourth report of the Working Group (A/AC.109/L.454/Rev.1), decided inter alia to take up the Seychelles and St. Helena as a separate item and to refer it to Sub-Committee I for consideration and report.
2. The Special Committee considered this item at its 616th meeting, on 2 July.
3. In its consideration of this item, the Special Committee took into account the relevant provisions of General Assembly resolution 2326 (XXII) of 16 December 1967, as well as other resolutions of the General Assembly, particularly resolution 2357 (XXII) of 19 December 1967, concerning twenty-six Territories, including the Seychelles and St. Helena, by operative paragraph 7 of which the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-third session on the implementation of the present resolution".
4. During its consideration of this item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to the present chapter) containing information on action previously taken by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territories.
5. At the 616th meeting, on 2 July, the Rapporteur of Sub-Committee I in a statement to the Special Committee (A/AC.109/SR.616) introduced the report of that Sub-Committee on the Seychelles and St. Helena (see annex II to the present chapter).
6. The Special Committee considered the report at its 617th meeting, on 3 July. Statements on the report were made by the representatives of Australia, Syria, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and the United States of America, as well as by the Chairman of Sub-Committee I (Sierra Leone) (A/AC.109/SR.617). The representatives of Australia, the United Kingdom and the United States reserved the position of their respective Governments on the conclusions and recommendations contained in the report of Sub-Committee I concerning these Territories (A/AC.109/SR.617).
7. At the same meeting, the Special Committee adopted the conclusions and recommendations of Sub-Committee I concerning Seychelles and St. Helena, 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 section II below.
8. On 23 July, the text of the conclusions and recommendations of the Special Committee was transmitted to the Permanent Representative of the United Kingdom to the United Nations for the attention of his Government.

/...

II. DECISION OF THE SPECIAL COMMITTEE

Conclusions and recommendations adopted by the Special Committee
at its 617th meeting on 3 July 1968

(1) The Special Committee notes that, under new constitutional arrangements for the Seychelles introduced by the administering Power, a Governing Council has been established consisting of three ex officio, four nominated and eight elected members. It considers that this step is inadequate to promote the process of decolonization since the key powers remain concentrated in the hands of the Governor and the Governing Council's role is limited only to consultation and advice.

(2) The Special Committee deplors all actions by the administering Power to separate certain islands from the Seychelles. Such actions constitute a violation of the territorial integrity of the Seychelles, a violation aggravated by the fact that the separation is intended to serve military purposes. The Special Committee reiterates its previously stated position that any plans by the United Kingdom and the United States of America for the construction of military bases in the so-called "British Indian Ocean Territory" would threaten to heighten tension in Africa and Asia.

(3) The Special Committee detects military considerations incompatible with the provisions of resolution 1514 (XV) behind the agreement between the United Kingdom and the United States on the use of portions of the Territory of St. Helena.

(4) The exploitation by foreign interests of the economy of the Seychelles and of the Territory's natural resources, such as copra and vanilla, is detrimental to the genuine interests of the inhabitants. The Special Committee regrets to note that, owing to the predominance of these foreign economic interests over the legitimate interests of the population as a whole, the divergence between landowners of European descent and the landless majority is not removed but accentuated.

(5) The Special Committee notes with regret that in both Territories progress in public education and health is still slow.

(6) The Special Committee:

(a) Calls upon the administering Power to respect the right of the peoples of the Seychelles and St. Helena to self-determination and independence, in accordance with the provisions of General Assembly resolution 1514 (XV);

(b) Urges the administering Power not to impose on the Territories a political status that is not freely accepted by the population;

(c) Calls upon the administering Power to hold free elections in the Territories on the basis of universal suffrage as a preliminary to transferring powers to the representative organs issued from such elections;

(d) Reiterates its decision that any action on the part of the administering Power to establish the so-called "British Indian Ocean Territory" and any action, whether on its part alone or in conjunction with another Power, to construct military bases therein are incompatible with the Charter;

(e) Urges the administering Power to respect the territorial integrity of the Seychelles and to desist from any action designed to establish military bases or installations in the so-called "British Indian Ocean Territory" since such action would lead to heightening tension in Africa and Asia;

(f) Calls on the administering Power to promote social justice in the Seychelles and St. Helena, and particularly to reduce the vast economic gap between rich and poor, landowners and workers, and to accelerate and generalize the progress in education and health;

(g) Calls on the administering Power to co-operate with the Special Committee in making arrangements for a mission of that Committee to visit the Territories and report on its findings to the Special Committee;

(h) Requests the administering Power to inform the Special Committee before the opening of the twenty-third session of the General Assembly as to the implementation of the recommendations of the General Assembly and the Special Committee.

ANNEX I*

SEYCHELLES AND ST. HELENA

Working paper prepared by the Secretariat

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

1. The Territories of Seychelles and St. Helena have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning them are set out in its report to the nineteenth, twentieth, twenty-first and twenty-second sessions of the General Assembly.^{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 and 2357 (XXII) of 19 December 1967.

2. In June 1967 the Special Committee considered the report of Sub-Committee I concerning the two Territories and Mauritius.^{b/} The Special Committee adopted a resolution^{c/} which approved the Sub-Committee's report and endorsed the conclusions and recommendations contained therein. It urged the administering Power to hold free elections in the Territories without delay on the basis of universal adult suffrage and to transfer all powers to the representative organs elected by the people. It further urged the administering Power to grant the Territories the political status chosen freely by their peoples and to refrain from taking any measures incompatible with the United Nations Charter and the Declaration on the Granting of Independence to Colonial Countries and Peoples. It reaffirmed that the right to dispose of the natural resources of the Territories belonged to their peoples. It deplored the dismemberment of Seychelles by the administering Power which violated its territorial integrity, in contravention of the relevant resolutions of the General Assembly, and called upon the administering Power to return to the Territory the islands detached therefrom. It declared that the establishment of military installations and any other military activities in the Territory was a violation of General Assembly resolution 2232 (XXI), which

a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 8, (A/5800/Rev.1), chapter XIV; *ibid.*, Twentieth Session, 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; A/6700/Add.8, chapter XIV.

b/ A/6700/Add.8, chapter XIV, annex.

c/ *Ibid.*, chapter XIV, paragraph 194.

constituted a source of tension in Africa, Asia and the Middle East, and called upon the administering Power to desist from establishing such military installations. Finally, it requested the administering Power to report on the implementation of the resolution to the Special Committee.

3. By resolution 2357 (XXII) of 19 December 1967, which concerned twenty-six Territories, including Seychelles and St. Helena, the General Assembly approved the chapters of the report of the Special Committee relating to these Territories; reaffirmed the inalienable right of the peoples of these Territories to self-determination and independence; called upon the administering Power to implement without delay the relevant resolutions of the General Assembly; reiterated its declaration that any attempt aimed at the partial or total disruption of the national unity and territorial integrity of colonial Territories and the establishment of military bases and installations in these Territories was incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV); urged the administering Power to allow United Nations visiting missions to visit the Territories and to extend to them full co-operation and assistance; decided that the United Nations should render all help to the peoples of these Territories in their efforts freely to decide their future status; and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-third session on the implementation of the present resolution.

II. INFORMATION ON THE TERRITORIES^{1/}

4. Basic information on Seychelles and St. Helena is contained in the Special Committee's report to the General Assembly at its twenty-second session. (A/6700/Add.8, Chapter XIV) Supplementary information is set out below.

A. SEYCHELLES

General

5. As from 8 November 1965, when three of its islands (i.e., Aldabra, Farquhar and Desroches) were included in the "British Indian Ocean Territory", the Territory of Seychelles has comprised eighty-nine islands, with a population of about 47,600 in June 1966. According to the information transmitted by the United Kingdom, the population may be classified broadly as: an upper stratum, mostly landowners, of European or mainly European descent, and a lower stratum, mostly landless, whose origin is mainly African. A wide economic gap, in fact, separates the "haves" from the "have-nots". Furthermore, the Territory is **faced with** a continuous and rapid increase in population, a problem which had been noted by the Special Committee in its previous report.

6. On 28 February, Mrs. Judith Hart, Minister of State for the Commonwealth Relations, stated in reply to a question in the United Kingdom House of Commons, that she was fully aware that the remoteness and isolation of the Seychelles and its paucity of natural resources made development and progress particularly difficult. With financial assistance from the United Kingdom Government, however, much had been done in recent years to improve the conditions in the Territory. She was determined to continue this process as rapidly as the Government's resources permitted. With all the necessary documents available concerning the needs of the Territory, she did not believe that a special commission of inquiry into the Seychelles would be of help.

^{1/} This section is based on: (a) information collected by the Secretariat from published sources; and (b) information transmitted under Article 73 e of the Charter by the United Kingdom of Great Britain and Northern Ireland for the year ending 31 December 1966.

Political and constitutional developments

7. The new Constitution, as embodied in the Seychelles Order 1967, provides for a Governing Council, consisting of the Governor, as president, three ex officio members (the Chief Secretary, Attorney-General and Financial Secretary), eight elected members elected by universal adult suffrage and four members nominated by the Governor. Whenever an elected or a nominated member of the Council is unable, because he is ill, or absent from Seychelles, or for any other reason, to discharge his functions as a member of the Council, the Governor may appoint to be a temporary member of the Council a person who is qualified for appointment as a nominated member of the Council. 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.

8. In formulation of policy and in the exercise of his powers, the Governor generally acts on the advice of the Council. But he may act against such advice, if he thinks it right to do so. In such cases, he is required to report **the** matter to a Secretary of State with the reasons for his action, unless he so acts for the purposes of: (a) maintaining and securing the financial or economic stability of the Seychelles; or (b) securing that a condition attached to a financial grant made by the United Kingdom Government to the Government of Seychelles is complied with.

9. Provision is made for the establishment of a finance committee and other committees of the Governing Council. The Finance Committee consists of the Financial Secretary, the chairman of each of the other committees of the governing Council and one unofficial member of the Council appointed by the Governor, if he so determines. Every other committee consists of a chairman chosen from amongst the elected members of the Council, two other unofficial members of the Council, not more than two public officers and not more than two temporary members. The Governor has the right to appoint the chairman and the other members of every committee referred to above. He also has the right to charge a committee with responsibility for the administration of groups of departments designated by him. The functions of a committee, other than the Finance Committee, do not include those in relation to the conduct of business in respect of defence, external affairs, internal security, the police and the public services, subjects for which the Governor retains responsibility. A committee is responsible to the Council in the exercise of its functions and acts in accordance with the policies of the Government of Seychelles and with such directions as the Governor may give.

10. The new Constitution also provides for an advisory committee on prerogative of mercy, a Court of Appeal, a Supreme Court and an integrated judicial system for the Seychelles.
11. A general election for seats in the new Governing Council was held on 12 December 1967. The principal contestants were the Seychelles Democratic Party (SDP) led by Mr. J.R. Mancham and the Seychelles People's United Party (SPUP) led by Mr. F.A. Réne. The SDP sought the integration of the Seychelles into the United Kingdom, while the SPUP favoured an association with the United Kingdom, leading to ultimate independence. The two parties also differed on the question of the establishment of British and American military bases in the Territory. Of the eight elected seats in the new Council, the SDP won four and the SPUP three. The remaining seat went to an independent.
12. The Governing Council was constituted on 27 December 1967 when all elected and nominated members assumed their seats therein. Two days later, the Governor announced the appointment of Messrs. M.H. Stevenson-Delhomme (Independent), F.A. Réne and J.R. Mancham as chairmen of three committees of the Council (i.e., Committees No. I-III), respectively, each with four other members (two official and two unofficial).

Agreement with the United States

13. Notes of the Foreign Secretary of the United Kingdom and the United States Ambassador in London on the use by the United States of the island of Mahé for tracking, telemetry and other related facilities constitute an agreement between the two countries, which entered in force on 30 December 1966 when these notes were signed and exchanged. The agreement, which is contained in a White Paper^{e/} published on 25 April 1967, states that the United Kingdom has indicated its willingness to accept, after consultation with the Government of Seychelles, the request of the United States Government to establish, operate and maintain, in the

^{e/} Treaty Series No. 16 (1967): Exchange of Notes between the Government of the United Kingdom of Great Britain and Northern Ireland and the Government of the United States of America concerning the United States Tracking and Telemetry Facilities in the Island of Mahé in the Seychelles, London, 30 December 1966, Cmnd. 3232, HMSO 1967.

island of Mahé, a tracking and telemetry facility for orbital control and data acquisition in connexion with various United States space projects, facilities for meteorological and seismological research, and for communications facilities for such projects and research. The United Kingdom Government has also indicated its willingness to make such arrangements as are necessary with the Government of Seychelles in connexion with the establishment, operation and maintenance of the said facilities. The costs of constructing, installing, equipping, operating and maintaining the facilities will be borne wholly by the United States Government. There are clauses regarding such matters as the provision of sites arising from the carrying out of the purposes of the agreement. Supplementary arrangements between the appropriate United States and British authorities may be made from time to time as required.

14. On the question of the duration of the agreement, the United States Government states that the facilities are expected to be required for use until 31 December 1988. The United Kingdom Government agrees to permit the facilities to be operated in accordance with the foregoing provisions until that date, and thereafter, at the request of the United States Government, for such additional period as may be agreed upon by the two Governments. It is also stipulated that should changed conditions alter the requirements of the United States Government for the facilities at any time prior to 31 December 1988, the Government will have the right to terminate the agreement after ninety days' advance notice in writing to the United Kingdom Government of its intention to do so.

15. The United States Tracking Station has been established on Mahé, with the Pan American World Airways as the contractor at the Station.

Public service

16. Revision of public servants' salaries. On 27 September 1967, the Governor announced that agreement had been reached with the United Kingdom Government on a revision of public servants' salaries with retroactive effect to 1 May 1966. The revision applied to all government staff except those unestablished staff who had already received an increase in salary since 1 May 1966 or who had joined the public service at the increased salary levels after that date. The revised

salaries and terms of public service would be those recommended by Sir Richard Ramage (who had been appointed on 6 December 1966 as the Salaries Commissioner for the Territory), with certain comparatively minor modifications. The few regradings recommended by Sir Richard were to be effective from 1 January 1967.

17. All beneficiaries under the revision would be required to exercise an option and to decide whether to accept the new salaries and new terms of service, or to remain on at their existing salaries and terms. In the case of those who had returned option forms, it was hoped that salaries for November and onwards would be paid at the revised rates.

18. The Governor said that he considered the terms of revision fair and equitable. In spite of the economic problems confronting the United Kingdom, the complex procedures attendant upon an over-all revision and the consequent increase in the United Kingdom Government's commitments by way of grant-in-aid had occupied much less time needed to reach finality than on the two previous revisions. He hoped that the combination of the revised service structure and the opportunity to join in a new economic adventure would attract well-qualified local people to the service of their country both by direct entry and by making use of overseas training opportunities.

19. Report of Sir Richard Ramage. In his report published early in October 1967, Sir Richard Ramage, the Salaries Commissioner, stated that he had been appointed by the United Kingdom Ministry of Overseas Development to carry out a survey of the public service in the Seychelles, with the following terms of reference:

"To examine generally the terms and conditions of service in the public service of Seychelles, but with particular reference to: (a) the need to adjust salaries having regard to the increased cost of living and the needs and economic circumstances of the Territory; and (b) the rationalization of salary scales (including the regrading of posts where necessary) and to make recommendations."

20 (a). Principal aspects considered. Sir Richard stated that the following points were taken into consideration in the review:

(1) In the middle of 1966, the increase in the cost of living was not less than 15 per cent. Since then there had been a rise in the price of rice; the increase at the time of writing his report was probably nearer 20 per cent.

/...

(2) The recommendations contained in his report were designed to provide a satisfactory salary structure which, it was hoped, would attract and retain staff in competition with other local demand. But emigration was a much more difficult problem. The immediate situation was that the section of the population which ought to produce candidates with education of secondary standard or above was either tending to leave the Territory, or at least was reluctant to enter the public service on a permanent basis, if at all, while the remainder of the population was not yet, in general, sufficiently well educated to provide candidates of the necessary standard. Therefore, unless prompt action was taken there would be a serious gap in the middle and higher grades of the public service when the present holders retired.

(3) The principal criticism of the present salary structure was that the main scales were very long and had promotion scales which overlapped the lower scales to such an extent that promotion, in practice, might bring little gain to the officer concerned. Sir Richard believed that if a good type of candidate was to be attracted to the public service, there must be a structure showing that he had a chance of promotion, if he demonstrated the necessary ability.

(4) With the development of the Seychelles, there was the need to review the grading of certain posts to bring them into line with present-day responsibilities.

(5) Noting that the Territory at present could not pay its way in full, Sir Richard considered that the only method by which financial balance could be achieved over a probably prolonged period would be by increasing productivity. This, in turn, required a competent public service to provide the machinery of Government. It could only hope to have such a service, if the salaries offered would attract and retain the right type of local candidate.

21. (b) Main recommendations. In making recommendations concerning the public service of Seychelles, Sir Richard said that he adopted "essentiality" as the guiding principle in view of the financial position of the Territory. Dealing with the salary structure, he recommended that there should be four groups of general scales: (1) professional, (2) higher executive and higher technical, (3) clerical and technical posts below those in (2), and (4) subordinate posts. He expected that there would be considerable movement from the third to the second group, but little or no movement between any of the other groups. Special scales were recommended for nursing staff, police and prison staff and teachers. These scales were within the proposed general structure, but were modified in detail to suit the special requirements of these categories.

22. The new scales recommended were as follows: salaries for: (1) professional officers ranging from Rs. 17,400 to Rs. 30,000;^{g/} (2) higher executive and higher technical posts ranging from Rs. 8,160 to Rs. 27,020; (3) clerical and technical posts below those in (2) ranging from Rs. 1,788 to Rs. 7,728; (4) subordinate posts - those held by artisans and other skilled workers (including apprentices) ranging from Rs. 1,080 to Rs. 5,412; those hold by unskilled or semi-skilled workers ranging from Rs. 1,260 to Rs. 3,648. Sir Richard proposed to continue to maintain the salary differentials between men and women in the lower clerical grade, a proposal which was later rejected by the Government. With a few exceptions, no efficiency bars were indicated in the proposed scales, which he said would provide an appreciable increase in pay to officers.

23. Recommendation was made for the revision of the existing super-scale salaries, which at present ranged from Rs. 23,520 to Rs. 32,004. The salary differentials between the existing and new scales amounted to an average of about Rs. 5,000. Promotion to the lowest super-scale post might arise from among those in the first two groups of general scales.

24. Recommendation was also made for the regrading of certain posts. However, the Government later decided to revise the recommended regrading of several of these posts, including those of Information Officer, Director of Tourism, Establishment Officer and Registrar of the Supreme Court. In addition, it rejected the recommendation concerning the creation of a training grade.

25. Other recommendations made by Sir Richard dealt with: matters related to the structure of the public service such as length of tour, scale of leave, overtime and extra duties, etc.; housing, allowance and reimbursement; contract appointments; miscellaneous matters arising from the review such as pensions, conversion arrangements, public service commission, etc.; and date of effect and cost.

26. In this connexion, note may be taken of his suggestion that consideration should be given to the creation of a public service commission along the lines generally adopted by developing Territories. Note may also be taken of the conclusion that in the circumstances of the Seychelles, a radical revision of the current emoluments was essential to attract candidates of the necessary standard, who would otherwise look elsewhere, and to retain those experienced officers on whom rested much of the day-to-day responsibilities in departments. The recommendations

^{g/} One rupee is equivalent to \$US.10 or 10 cents.

given above were designed to provide the means to attain both these goals. The implementation of these recommendations would involve an additional annual expenditure of Rs. 1,322,000 (£99,200). He emphasized that if the Seychelles was to advance and develop, the major effort must come from the local inhabitants.

"British Indian Ocean Territory"

27. Information concerning the "British Indian Ocean Territory" prior to December 1966 is contained in documents A/6300/Rev.1, chapter XIV, paragraphs 41-53 and A/6700/Add.8, chapter XIV, paragraph 26.

28. An agreement over the joint use of the "British Indian Ocean Territory" for defence purposes was reached between the United Kingdom and United States Governments. It took the form of an exchange of notes between the Foreign Secretary and the United States Ambassador in London, published on 25 April 1967 as a command paper.^{h/} The notes were dated 30 December 1966, when the agreement entered into force.

29. The agreement did not include a plan for the construction of facilities in the "Territory". It provided an administrative framework under which the Governments could consult together and apportion costs if facilities were provided. Each country would have the use of any facility built by the other, and each would pay for its own site preparations. There was provision for shared financing of any jointly constructed facility.

30. The United Kingdom Government reserved the right to permit the use by third countries of British-financed defence facilities, but would, where appropriate, consult with the United States Government before granting such permission. Use by a third country of United States or jointly financed facilities would be subject to agreement between the two Governments.

31. Commercial aircraft would not be authorized to use military airfields in the "Territory". However, the United Kingdom Government would have the right to permit the use of such airfields in exceptional circumstances following consultation with

^{h/} Treaty Series No. 15 (1967): Exchange of Notes between the Government of the United Kingdom of Great Britain and Northern Ireland and the Government of the United States of America concerning the Availability for Defence Purposes of the British Indian Ocean Territory, London, 30 December 1966, Cmnd. 3231, HMSO, 1967.

the authorities operating the airfields concerned, under such terms or conditions as might be defined by the two Governments.

32. The two Governments contemplated that the islands constituting the "Territory" would remain available to meet their possible defence needs for an indefinitely long period. Accordingly, after an initial period of fifty years the agreement would continue in force for a further period of twenty years unless, not more than two years before the end of the initial period, either Government would have given notice of termination to the other, in which case the agreement would terminate two years from the date of such notice.

33. On 22 November 1967, the United Kingdom Prime Minister told the House of Commons that the Government was abandoning plans to turn Aldabra into a military staging post. He listed this as one of the cuts in defence spending following the devaluation of the pound. He also indicated that the whole idea of staging in the "British Indian Ocean Territory" was being dropped.

34. On 23 November, a spokesman for the United States Department of State said that the authorities had been informed by the United Kingdom Defence Ministry of the Government's decision affecting Aldabra. There would now be discussions with the United Kingdom to determine future strategy and planning and no decision could be expected until these were concluded.

35. On the same day, it was reported that Aldabra was likely by 1969 to begin five to ten years' use as an internationally sponsored research centre. The sponsors would be the Royal Society, the Smithsonian Institution and the United States National Academy of Science. The island was of great interest to ecologists because the greater part of its atolls were still effectively undisturbed.

36. On 27 November, the United Kingdom Secretary of State for Defence, in a statement to the House of Commons, confirmed that his Government had decided to cancel the scheme to build a staging post at Aldabra. The cost of this scheme would have been £4 million in 1968 and much more in later years.

37. In a statement made to the House of Commons on 16 January 1968, the Prime Minister outlined a programme designed to make the devaluation of the pound work through the reduction of government spending. In the programme, which was approved by the House of Commons on 18 January, he proposed a greatly diminished British defence role east of Suez. He did not make any specific comments regarding the recent decision on Aldabra.

Economic conditions

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

39. Copra is the most important single product, accounting for over 60 per cent of the Territory's exports. In 1966, exports of copra totalled Rs. 5.5 million, down from Rs. 6.1 million in the previous year. The decrease was attributed to the fact that the price of copra was adversely affected by the vagaries of the world market.

40. Cinnamon is the second most important export product. In the period 1965-1966, exports of oil distilled from its leaves continued to decrease (from Rs. 510,000 to Rs. 458,000) and that of rough grade bark also declined (from Rs. 2,243,000 to Rs. 1,750,000, the second highest on record). However, the value of fine grade bark (quills and quillings) exported rose from Rs. 73,000 to Rs. 89,000. According to the information transmitted by the United Kingdom, cinnamon from the less accessible areas was being left uncropped owing to rising labour costs, with a resulting drop in reduced production and export. But Sir Richard Ramage stated in his report that persons would not take the trouble to prepare cinnamon, although the process was simple and the price reasonable.

41. Patchouli and vanilla are the other two major export crops. The former can be produced and exported quickly whenever prices tend to rise. The value of its oil and leaf exports rose by Rs. 135,000 to Rs. 252,000 in 1966. Export of vanilla also showed an improvement during the year, its value being Rs. 175,000 or Rs. 127,000 more than in the previous year. The Government drew attention to the fact that the fusariope disease, which was widespread in the main producing areas, posed a grave threat to the vanilla industry.

42. As noted above, the Territory specializes in the production of four agricultural commodities for export, and depends heavily on imported goods for the satisfaction of local requirements. Exports were valued at Rs. 9.6 million in 1965 and Rs. 8.6 million in 1966, compared with imports totalling Rs. 18.7 million and Rs. 20.0 million respectively. During this period, the Territory's unfavourable balance of trade was widened from Rs. 11.1 million to Rs. 11.4 million. The

United Kingdom and other commonwealth countries provided the main markets and sources of imports.

43. The main imports are foodstuffs, cottonpiece goods, kerosene, petrol and diesoline. The largest items of foodstuffs are rice and wheat flour which have always been imported, but expenditure has been substantial on such items as dairy produce, meat and vegetables. Sir Richard Ramage stated in his report that cattle were relatively few in the Territory, although similar coconut plantations on the Pacific Islands carried considerable herds of cattle satisfactorily. He also stated that the supply of vegetables had to be supplemented by imports, but that the climate and conditions of the Seychelles appeared no less favourable than other tropical islands which apparently provided more for themselves.

44. The main effort of the Government has been directed towards increasing the output of export crops, particularly copra. In his report, Sir Richard Ramage stated that the fact that the tonnage of copra had not shown any pattern of increase over the period, 1957-1966, suggested that there was considerable scope for improving production. In March 1966, an Agricultural Ordinance, the first of its kind in the Seychelles, was enacted to provide for the conservation of the soil and its fertility and for the eradication of bracken fern and other prescribed vegetation. During his visit to the Territory in early 1967, Sir Richard found that much land was not being put to the best use.

45. The Government has encouraged the copra planters to form themselves into co-operative societies for the purpose of processing and marketing their copra. According to the annual report of the Department of Co-operative Development for 1966, full horizontal development of copra manufacturing societies has recently been achieved in the main producing areas by the completion of an island embracing network of these societies. The Department stated that primary co-operatives (as part of an integrated "plantation to export" industry with substantial reserves) were in a much stronger position than individual dealers to withstand the financial responsibility of massive copra stockpiling while still paying maximum advances against planters' deliveries of coconuts. In these conditions, membership of societies increased considerably. With a substantial percentage of the Territory's agricultural produce being handled by the co-operative movement and a considerable part of the basic economy under its control, the Department said that

the service provided by L'Union coopérative des Seychelles (which was formed in 1965 as an apex organization) had been of immense importance. These services included the operation of central banking facilities for primary societies, finding additional storage and the handling of copra exports on behalf of the societies.

46. An important problem of the Seychelles is the need to diversify the economy with a view to increasing the Territory's total production and improving the standard of living for the fast-rising population, especially the landless section. A land settlement scheme has been undertaken, under which the settlers, numbering 190 during most of 1966 as against 185 during 1965, lease from the Government at an economic rate a small plot of land of between 3.5 to 10 acres mainly for growing export and other crops. These settlers are also assisted in obtaining loans for purchasing tools and farming materials. A steady expansion of this scheme is envisaged, but in order to avoid the danger of it being inhibited by the lack of an assured and remunerative market and the paucity of extension services, the Government believes that a slackening in the pace of new settlement may be prudent till an export market has been found or tourism has become an established industry. The Government further believes that no real progress can be achieved by the tourist industry until an international airfield has been built on Mahé, probably in a period of three years ending 1969, the cost of which will be met by the United Kingdom as compensation for the inclusion of three islands of the Seychelles in the "British Indian Ocean Territory". The Seychelles Development Corporation, formed in February 1966 by a group of people based in London, is interested in tourism as well as in a scheme to attract settlers from the United Kingdom. The corporation's programme is geared to the completion of the airfield.

47. Besides tourism, the Government has promoted the development of tea planting and fisheries. The Seychelles Tea Company has received assistance totalling about Rs. 400,000. It has planted a total of 300 acres of tea and expects to reach the target of 500 acres by mid-1971. Of this eventual total, 150 acres will remain the property of the company. It may also retain another 150 acres on leasehold; or, at the Government's option, this area may be divided into land settlements when the tea comes into full bearing within the next few years. The remaining 200 acres are being planted especially for land settlement. An event occurring in 1966 was the first manufacture of tea in the history of the Seychelles.

48. As previously noted, a fisheries expert from the United Kingdom visited the Territory in 1965 to undertake a survey of the fishing industry. His report was being studied by the Seychelles Government. Meanwhile, a plan has been made for the establishment of a vertically integrated fishing, cold storage and fish marketing organization on a co-operative basis. The object of this plan, which it is hoped will be financed jointly by Oxford Committee for Famine Relief (OXFAM) and Catholic Relief Services, is to provide an adequate supply of fish at a stable price to the public using part of the cold store's capacity for commercial cold storage purposes to offset the major direct cost of operation of the whole store. If this store is built, it will be run by L'Union coopérative des Seychelles under the direction of the Department of Co-operative Development. In August 1967, the Oxfam Field Director for Eastern Africa visited the Territory to discuss the above-mentioned plan with the Government and L'Union chrétienne seychelloise.

49. Since 1958, Government expenditure has exceeded revenue and the deficit has been met by the United Kingdom in the form of a grant-in-aid. The annual budgetary deficit amounted to Rs. 343,000 in 1962, a low figure which was due largely to exceptional stamp revenue, but it has since risen more rapidly. The figure for 1966 was Rs. 1,484,000 as against Rs. 997,000 in 1965. According to a speech delivered by the Financial Secretary to the Legislative Council in March 1967, a deficit of Rs. 1.6 million was expected to occur in the budget for that year, although most of the revenue heads indicated a satisfactory growth rate. In his address made in the same month, the then Governor stated that the Seychelles was still a long way off from balancing its budget.

50. During each of the years, 1965-1967, Colonial Development and Welfare grants for development amounted to about Rs. 5 million. A development plan for 1966-1969, which had been previously noted by the Special Committee (A/6700/Add.8, chapter XIV), came into operation from 1 January 1966. It provides for a total expenditure of some Rs. 18 million (excluding the cost of the international airfield) over 3-1/4 years, a sum only Rs. 7 million less than was spent in the twenty years prior to 1965. Under the plan, the greater proportion of available funds is to be devoted to natural resources and economic projects.

51. In his speech of March 1967, the Financial Secretary also stressed the importance of maintaining price control with a view to checking inflation resulting

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from a general rise in consumer demand. However, he was opposed to a motion introduced during the same month in the Legislative Council by Mr. J.R. Mancham, a member of the Council and the leader of the Seychelles Democratic Party (SDF), asking for a Government subsidy on rice, the staple food of the Seychelles. Mr. Mancham said that the Government had recently increased the price of rice from thirty-three cents to forty-two cents a pound and that this increase was causing widespread resentment and hardship.

52. Opposing the motion, the Financial Secretary stated that the services provided by the Government were already subsidized on a large scale. He considered that the present situation could not continue indefinitely, whereby 3 per cent of the population of the Seychelles financed the other 97 per cent with the assistance from the United Kingdom, and that the Government could not contemplate increasing the number or the scale of existing subsidies. The motion was then defeated.

53. Reviewing the economy as a whole, Sir Richard Ramage stated in his report that the obvious scope for improvement lay in agriculture, which must always be an important source of income to the Territory. The Government had given tax inducements and other assistance in development. What was now required was action by the inhabitants as their contribution towards the development of their own resources. Sir Richard also stated that the improvement in resources from the establishment of the United States Tracking Station was already being experienced and that given the necessary improvements in transport and services, the limited benefit now being received from tourism and development for settlement from outside the Territory should increase.

Social conditions

54. Labour. In 1966, there were 5,484 workers (5,172 in 1965) in the private sector of the economy, of whom 4,125 were employed by the coconut industry. In addition, the Public Works Department had some 900 labourers. A further 569 (777 in 1965) found employment overseas, most (279) of whom worked as domestics in certain Middle Eastern countries. During the year, 1,374 persons registered themselves as unemployed. There was no difficulty in finding unskilled labour, but the Territory seemed to face a shortage of skilled labour. On 26 July 1967, a labour expert was

appointed by the United Kingdom Ministry of Overseas Development to carry out a manpower survey in the Seychelles.

55. In 1966, the number of registered trade unions increased by three to sixteen. Of six strikes, four were settled within a day and the other two lasted for seven and twelve days respectively, both involving the Transport and Government Workers Union. As previously noted, the Government and the union agreed in principle that the final pay award would be backdated to 1 May 1966, and that the Government would make its recommendations to the Secretary of State for the Colonies concerning such an award. In December 1966, the Government announced that the Secretary of State had approved an increase of wages for Government labourers to be backdated to 1 May 1966 on condition that productivity would be increased. The basic wage for unskilled male labourers would be raised from that prevailing in 1963 to Rs. 92 per month and for female labourers to Rs. 58 per month for a 42-1/2 hour week. To meet the Secretary of State's requirement that productivity would be increased, the union had agreed that task-work would be abolished, and that time-work would be introduced as from 1 January 1967. Similarly, rates of pay for agricultural labourers employed by private persons were increased with effect from 1 July 1965 over the previous rates laid down in 1961.

56. In an address in March 1967, the Governor stated that the widespread strike occurring in 1966 had been peacefully settled by negotiation. The substantial improvement in the wages now paid by the Government to its unskilled labourers was justifiable, partly by increased costs of living and partly by new working arrangements accepted by the union concerned, which should lead to higher productivity.

57. Public health. Government expenditure on medical services in 1966 was Rs. 1,392,467 (compared with Rs. 1,274,760 in the previous year) or 13.2 per cent of the Territory's total recurrent expenditure.

58. According to the information transmitted by the United Kingdom, the main islands are reasonably well provided with hospitals and clinics, but there are no medical facilities for some 1,500 persons on the outlying islands. In 1966, the Government continued to maintain a total of four hospitals; the number of beds available for in-patients decreased by thirty-two to 186. The ratios of medical

officers and hospital beds to the population were 1 to 4,000 and 1 to 140 persons respectively.

59. Intestinal infestations, tuberculosis and venereal diseases are the main public health problems confronting the Territory. Intestinal infestations are extremely common, owing chiefly to poor conditions of sanitation and overcrowding. In 1966, a start was made on the largest single development scheme ever undertaken by the Government, the so-called "Waterhouse Scheme", which would provide pure water for Victoria, or for about 20 per cent of the population of the Territory. The Government considered that this scheme and the two others to supply treated water to Praslin should go a long way towards the reduction of intestinal complaints. During the year, a low-cost housing scheme for Victoria was almost completed. Plans to provide housing of this type at Mahé, Praslin and La Digue were made and construction work was expected to begin in 1967. On 23 June 1967, it was reported that an interest-free Exchequer loan of £120,000 had been made available to the Seychelles. The loan included £85,000 for an all-island water supply scheme for Mahé, for which up to £320,000 had been committed by the United Kingdom Government. £35,000 was for the housing schemes referred to above, for which grants totalling £70,000 had been approved.

60. The Government has continued its efforts towards the control and prevention of tuberculosis. The number of notified cases up to the end of 1965 was 825, and that of new cases found in 1966 was 120. During this period, 6,319 school children were vaccinated. All newborn children and contacts with negative results were also vaccinated, giving a total of 9,445 BCG vaccines distributed.

61. The incidence of venereal disease has been on the increase. Recent figures for syphilis suggest that about 13 per cent of the adult population is infected, while some 1,000 cases of gonorrhoea are reported annually. The World Health Organization has promised to send an expert to start a programme for eradicating these diseases. Proposal has also been made to appoint a part-time Medical Officer in charge of the VD clinic.

Educational conditions

62. In 1966, a sum of Rs. 1,656,768 (compared with Rs. 1,595,969 in the previous year), or 10.7 per cent of the Territory's total recurrent expenditure, was spent on education. Funds allocated under Colonial Development and Welfare schemes for education amounted to Rs. 947,298 (compared with Rs. 573,008 in the previous year).

63. The following table shows the situation in regard to schools and pupil enrolment during 1966:

	<u>Schools</u>	<u>Enrolment</u>
Primary education	34 ^{a/}	7,912 ^{b/}
Secondary education	14 ^{c/}	1,506
Teacher training	1 ^{d/}	47
Technical and vocational training	5 ^{d/}	202

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

b/ Representing over 80 per cent of all children of primary school age.

c/ Including 3 government, 10 aided and 1 unaided schools.

d/ Government schools.

64. In 1966, educational facilities were expanded by the addition of one aided primary and two aided secondary schools. Work began on the new buildings for the teacher-training college and the demonstration school. The development plan for 1966-1969 envisages the provision of new workshops and the expansion of the technical centre to provide artisan training in some building trades (additional to joinery and carpentry, the only two available at present) and, if possible, in mechanical and electrical trades.

65. Of the total 783 primary six leavers at the end of 1965, only 600, or 79 per cent, went on to junior secondary courses, and of this number 10 per cent subsequently dropped out. In view of the very low standard achieved in the lowest classes of some junior secondary schools, the Education Advisory Council, a statutory body, recommended in 1966 that consideration should be given to moderating the syllabus for such classes. During the year, students who passed Junior School Leaving Certificate, Cambridge School Certificate and Higher School Certificate numbered 303, 38 and 28 respectively.

66. Of the 324 primary teachers, 132 were trained and the rest untrained. There is a serious shortage of trained teachers in the primary schools. Staffing also remains a crucial problem for the secondary schools. Recruitment of new staff from abroad has proved very difficult. At the beginning of 1966, the pre-teaching special course was put under the direct control of the teacher-training college, and the course was extended to two years. The aim of this course is to raise the academic standard of candidates entering the college so that the teacher-training courses can be more professional and less academic in character. It was decided that the college should also exercise direct control over the demonstration school (planned for 1967). /...

B. ST. HELENA

General

67. Under the Constitution set out in the St. Helena (Constitution) Order 1966, the Territory consists of the island of St. Helena and its dependencies, Ascension, Tristan da Cunha, Gough, Nightingale and Inaccessible. The St. Helena (Constitution) (Amendment) Order 1967 amends the constitution by submitting a new definition of "Dependencies" and inserting a definition of "Tristan da Cunha". This Order which was brought into force with effect from 1 September 1967, defines "Dependencies" as Ascension and Tristan da Cunha. The latter means the islands of Tristan da Cunha, Gough, Nightingale and Inaccessible. The total population of St. Helena was estimated at 4,702 at the end of 1965 and was recorded as being 4,649 in July 1966 when a census was taken. The estimated population of Tristan da Cunha was 285 at the end of 1965 and 252 at the end of 1966. Available information indicates that there are four settlements (one American and three British) on Ascension, at one of which is located a village for more than 500 people from the United Kingdom. There are also some 650 others living on the island, including 150 West Indians and 500 St. Helenians.

Constitutional development

68. Certain sections of the St. Helena (Constitution) Order 1966, which provide for a reconstituted Legislative Council, will not have effect until the first dissolution of the Legislative Council after the commencement of that Order. The St. Helena (Constitution) (Amendment) Order 1967 amends that Order so as to enable new electoral areas to be established and other preparations for the elections to the reconstituted Legislative Council to be made in advance of dissolution. The former Legislative Council was dissolved early in 1968 and a general election was held on 14 February. New electoral areas had been established under regulations made by the Governor in September 1967. At the general election, ten members were returned, with two seats being unfilled as no candidates for those areas were nominated.

Economic conditions

69. Until 1966, St. Helena's economy depended mainly on the production of flax (phormium tenax). At the end of that year the flax industry ceased operations, under pressure from falling demand and rising cost of production. Since the failure of the industry, employment on Ascension has become the most important

single factor governing the economic life of the island. At present nearly half of St. Helena's working population is employed on Ascension.

70. The Government has continued to promote the development of other forms of agriculture. One factor hampering such development is the scarcity of arable land. Emphasis is consequently placed on the reclamation of waste land, which covers two-thirds of the total area of the island. The principal food crops are common and sweet potatoes, and vegetables. Between 1965 and 1966, the production of these crops showed a sharp decline from 920 to 660 tons. Encouragement has been given to the improvement of livestock, particularly cattle and sheep, as well as to the expansion of forests, with special attention to timber production. In 1967, a fish industry was expected to be started by outside interests on St. Helena, which is well endowed with marine resources.

71. Almost all local requirements are met by imported goods. The revised trade figures for 1965 indicate that imports totalled £295,176 and exports £74,341. Trade was conducted mainly with the United Kingdom, which received 66 per cent of St. Helena's exports and provided 53 per cent of its imports.

72. In 1966, estimated Government revenue amounted to £475,367 (including a United Kingdom grant-in-aid of £194,911 and a Colonial Development and Welfare grant of £127,367) and expenditure to £479,875, compared with £309,673 and £327,060 respectively in the previous year.

Social conditions

73. Labour. The principal employer of labour on St. Helena is the Government, which in 1966 provided substantial employment in the construction of a new Diplomatic Wireless Station. During this year the main categories of wage earners were: skilled and general labourers, 138; agricultural labourers, 86; and building tradesmen and apprentices, 53. A total of 426 (as against 342 in 1965) worked on Ascension Island. Of this total, 170 were employed by British Cable and Wireless Limited and the rest by United States construction companies at the guided missile range, the United Kingdom Ministry of Public Buildings and Works, the British Broadcasting Company, and others. Until 1966 there was a certain amount of unemployment on St. Helena, alleviated by the provision of relief work,

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but with increased opportunities for employment on Ascension Island, unemployment among able-bodied men has since become non-existent. During 1966, there were 227 men on unemployment relief (compared with 91 in the previous year). There was a substantial increase in local wage rates. The average daily rates of pay for general labourers employed by the Government rose to between 20s. and 20s. 7d. (the 1965 range being from 16s. 8d. to 19s. 2d.), and those by commercial firms to 20s. (16s. 8d. in 1965). No labour disputes were reported.

74. Public health. In 1966, Government expenditure on medical and health services was estimated at £36,718 (compared with £27,363 in the previous year), or 7 per cent of St. Helena's total expenditure. The senior staff in the Public Health Department was expanded by the appointment of an additional medical officer. The Department continued to maintain one general hospital. The principal causes of death were degenerative heart diseases and cancer.

Educational conditions

75. Education is free and compulsory for all children between the ages of five and fifteen years. In 1966, there were some 1,200 children attending schools, about the same as in 1965. During this period, St. Helena had eight primary schools, two of which provided all-age education, three secondary schools and one selective secondary school. In 1966, there were sixty-two full-time (sixty in 1965) and three part-time (six in 1965) teachers. Selected pupil-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. Senior teachers are also sent there to undertake a one-year course. Ten pupil-teachers and five senior teachers have benefited from the introduction of this training programme in 1963. Public expenditure on education in 1966 was estimated at £39,300 (an increase of £5,740 over the previous year), or 12 per cent of St. Helena's total expenditure (including Colonial Development and Welfare grants).

Dependencies of St. Helena

76. The dependencies of St. Helena are Ascension and Tristan da Cunha. The Territory's major single source of cash income is the earnings of St. Helenian workers on Ascension. There is no practical connexion between Tristan da Cunha on the one hand and St. Helena and Ascension on the other, owing to the lack of communications. However, the economic activity on Tristan da Cunha, generated by a fishing company, enables the dependency to balance its budget without assistance either from St. Helena or the United Kingdom.

77. With no resources of its own, Ascension was almost uninhabited until a few years ago, when it became an increasingly important communications centre for the United Kingdom and the United States. As a result, demand for migrant labour has risen.

78. The Royal Navy first established a garrison on Ascension in the nineteenth century, to prevent the French from rescuing Napoleon from St. Helena. The Navy withdrew in 1922 and was replaced by the British Cable and Wireless Limited. An airbase was built in 1942 by the Government of the United States under an arrangement with the Government of the United Kingdom. By agreement between the two Governments, the United States Tracking Station followed in 1954.

79. In 1963 the British Broadcasting Corporation (BBC) decided to set up a powerful relay transmitting station. In accordance with this decision, the United Kingdom Ministry of Public Buildings and Works began work on the station (which started operating in 1966), a power house and a water distillation plant. To service the BBC's installations, the Ministry found it necessary to construct twenty miles of roads, eight of water mains, twelve of electric power lines and a flexible pipeline to carry 1.5 million gallons of oil from the tanker that calls once a year. In addition, it had to build a village for more than 500 engineers, their wives and children. At its peak, the labour force consisted of 600 West Indians and a smaller number from St. Helena. In January 1968, when the work was three-quarters complete, there remained about 150 West Indians (who expect to be flown home soon). Permanent labour was being supplied by St. Helenians at present numbering some 500.

ANNEX II*

REPORT OF SUB-COMMITTEE I

Rapporteur: Mr. Rafic JOUEJATI (Syria)

SEYCHELLES AND ST. HELENA

A. CONSIDERATION BY THE SUB-COMMITTEE

1. The Sub-Committee considered Seychelles and St. Helena at its 49th to 52nd and 56th meetings held on 23 April, 13, 16 and 21 May and 1 July 1968.
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 Seychelles and St. Helena, and having heard statements by the representative of the administering Power, the Sub-Committee adopted the following conclusions and recommendations a/ on the Territories at its 56th meeting on 1 July 1968.

* Previously reproduced under the symbol A/AC.109/L.482.

a/ The conclusions and recommendations submitted by the Sub-Committee for consideration by the Special Committee were approved by the latter body without any modification. They are reproduced in section II of the present chapter.