

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

---

**VOLUME IV**

**GENERAL ASSEMBLY**

**OFFICIAL RECORDS: TWENTY-EIGHTH SESSION**

**SUPPLEMENT No. 23 (A/9023/Rev.1)**



**UNITED NATIONS**



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

---

**VOLUME IV**

**GENERAL ASSEMBLY**

OFFICIAL RECORDS: TWENTY-EIGHTH SESSION

SUPPLEMENT No. 23 (A/9023/Rev.1)



**UNITED NATIONS**

New York, 1975

## NOTE

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

The report of the Special Committee is divided into five volumes. The present volume contains chapters X to XXI;\* volume I, chapters I to III; volume II, chapters IV to VI; volume III, chapters VII to IX; and volume V, chapters XXII to XXIX; each volume contains a full table of contents.

---

\* The present version of chapters X to XXI is a consolidation of the following documents as they appeared in provisional form: A/9023/Add.4 of 23 October 1973 and A/9023/Add.5 of 30 October 1973.



CONTENTS

VOLUME I

(Chapters I to III)

LETTER OF TRANSMITTAL

<u>Chapter</u>	<u>Paragraphs</u>
I. ESTABLISHMENT, ORGANIZATION AND ACTIVITIES OF THE SPECIAL COMMITTEE (A/9023 (Part I)) . . . . .	1 --207
A. Establishment of the Special Committee . . . . .	1 - 14
B. Opening of the Special Committee's meetings in 1973 . .	15 - 41
C. Organization of work . . . . .	42 - 52
D. Meetings of the Special Committee and its subsidiary bodies . . . . .	53 - 68
E. Consideration of Territories . . . . .	69 - 70
F. Question of the list of Territories to which the Declaration is applicable . . . . .	71 - 85
G. Question of the participation of national liberation movements in the work of the United Nations . . . . .	86 - 93
H. Matters relating to small Territories . . . . .	94 - 97
I. International Conference of Experts for the Support of Victims of Colonialism and <u>Apartheid</u> in Southern Africa . . . . .	98 - 104
J. Week of solidarity with the Colonial Peoples of Southern Africa and Guinea (Bissau) and Cape Verde Fighting for Freedom, Independence and Equal Rights . . . . .	105 - 110
K. International Convention on the Elimination of All Forms of Racial Discrimination . . . . .	111 - 115
L. Relations with other United Nations bodies and international institutions associated with the United Nations . . . . .	116 - 131
M. Co-operation with the Organization of African Unity . .	132 - 136
N. Co-operation with non-governmental organizations . . . .	137 - 155
O. Consideration of other matters . . . . .	156 - 176
P. Review of work . . . . .	177 - 192
Q. Future work . . . . .	193 - 205
R. Adoption of the report . . . . .	206 - 207
ANNEX: LIST OF REPRESENTATIVES OF THE SPECIAL COMMITTEE (1973)	

## CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>
II. DISSEMINATION OF INFORMATION ON DECOLONIZATION (A/9023 (Part II)) . . . . .	1 - 8
A. Consideration by the Special Committee . . . . .	1 - 6
B. Decisions of the Special Committee . . . . .	7 - 8

### ANNEXES

I. REPORT BY THE CHAIRMAN, MR. SALIM AHMED SALIM (UNITED REPUBLIC OF TANZANIA)	
II. REPORT OF THE DELEGATION OF THE SPECIAL COMMITTEE TO MEETINGS OF NON-GOVERNMENTAL ORGANIZATIONS	
III. SECOND REPORT OF THE SUB-COMMITTEE ON PETITIONS AND INFORMATION ON THE QUESTION OF DISSEMINATION OF INFORMATION ON DECOLONIZATION	
III. QUESTION OF SENDING VISITING MISSIONS TO TERRITORIES (A/9023 (Part II)) . . . . .	1 - 14
A. Consideration by the Special Committee . . . . .	1 - 13
B. Decision of the Special Committee . . . . .	14

ANNEX: REPORT BY THE CHAIRMAN

### VOLUME II

#### (Chapters IV to VI)

IV. ACTIVITIES OF FOREIGN ECONOMIC AND OTHER INTERESTS WHICH ARE IMPEDING THE IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES IN SOUTHERN RHODESIA, NAMIBIA AND TERRITORIES UNDER PORTUGUESE DOMINATION AND IN ALL OTHER TERRITORIES UNDER COLONIAL DOMINATION AND EFFORTS TO ELIMINATE COLONIALISM, <u>APARTHEID</u> AND RACIAL DISCRIMINATION IN SOUTHERN AFRICA (A/9023 (Part III)) . . . . .	1 - 7
A. Consideration by the Special Committee . . . . .	1 - 5
B. Decision of the Special Committee . . . . .	6 - 7

ANNEX: REPORT OF SUB-COMMITTEE I

# CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>
V. MILITARY ACTIVITIES AND ARRANGEMENTS BY COLONIAL POWERS IN TERRITORIES UNDER THEIR ADMINISTRATION WHICH MIGHT BE IMPEDING THE IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES (A/9023 (Part IV)) . . . . .	1 - 7
A. Consideration by the Special Committee . . . . .	1 - 5
B. Decision of the Special Committee . . . . .	6 - 7
ANNEX: REPORT OF SUB-COMMITTEE I	
VI. IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES BY THE SPECIALIZED AGENCIES AND THE INTERNATIONAL INSTITUTIONS ASSOCIATED WITH THE UNITED NATIONS (A/9023 (Part V)) . . . . .	1 - 18
A. Consideration by the Special Committee . . . . .	1 - 17
B. Decision of the Special Committee . . . . .	18
ANNEXES	
I. REPORT OF THE WORKING GROUP ON THE IMPLEMENTATION BY THE SPECIALIZED AGENCIES AND THE INTERNATIONAL INSTITUTIONS ASSOCIATED WITH THE UNITED NATIONS OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES AND OTHER RELEVANT RESOLUTIONS OF THE UNITED NATIONS	
II. REPORT BY THE VICE-CHAIRMAN	
VOLUME III	
(Chapters VII to IX)	
VII. SOUTHERN RHODESIA (A/9023/Add.1) . . . . .	1 - 23
A. Consideration by the Special Committee . . . . .	1 - 20
B. Decisions of the Special Committee . . . . .	21 - 23
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	
VIII. NAMIBIA (A/9023/Add.2) . . . . .	1 - 14
A. Consideration by the Special Committee . . . . .	1 - 13
B. Decision of the Special Committee . . . . .	14
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	

## CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>
IX. TERRITORIES UNDER PORTUGUESE ADMINISTRATION (A/9023/Add.3) . . . . .	1 - 28
A. Consideration by the Special Committee . . . . .	1 - 25
B. Decisions of the Special Committee . . . . .	26 - 27
C. Statement issued by the Chairman on 11 July 1973 . . . . .	28

### ANNEXES

- I. WORKING PAPERS PREPARED BY THE SECRETARIAT
- II. NOTE BY THE SECRETARIAT.

### VOLUME IV

(Chapters X to XXI)

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
X. SEYCHELLES AND ST. HELENA (A/9023/Add.4) . . . . .	1 - 10	3
A. Consideration by the Special Committee . . . . .	1 - 9	3
B. Decision of the Special Committee . . . . .	10	4
ANNEXES		
I. WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		8
II. NOTE BY THE ACTING CHAIRMAN . . . . .		28
XI. COMORO ARCHIPELAGO (A/9023/Add.4) . . . . .	1 - 12	29
A. Consideration by the Special Committee . . . . .	1 - 11	29
B. Decision of the Special Committee . . . . .	12	30
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		32
XII. SPANISH SAHARA (A/9023/Add.4) . . . . .	1 - 10	59
A. Consideration by the Special Committee . . . . .	1 - 8	59
B. Decisions of the Special Committee . . . . .	9 - 10	60

# CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
ANNEXES		
I. WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		61
II. LETTER DATED 12 JULY 1973 FROM THE DEPUTY PERMANENT REPRESENTATIVE OF SPAIN TO THE UNITED NATIONS ADDRESSED TO THE SECRETARY-GENERAL . . . . .		71
XIII. GIBRALTAR (A/9023/Add.4) . . . . .	1 - 4	73
A. Consideration by the Special Committee . . . . .	1 - 3	73
B. Decision of the Special Committee . . . . .	4	73
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		74
XIV. FRENCH SOMALILAND (A/9023/Add.4) . . . . .	1 - 4	85
A. Consideration by the Special Committee . . . . .	1 - 3	85
B. Decision of the Special Committee . . . . .	4	85
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		86
XV. GILBERT AND ELLICE ISLANDS, PITCAIRN AND THE SOLOMON ISLANDS (A/9023/Add.5) . . . . .	1 - 9	102
A. Consideration by the Special Committee . . . . .	1 - 8	102
B. Decision of the Special Committee . . . . .	9	103
ANNEX: WORKING PAPERS PREPARED BY THE SECRETARIAT . . . . .		108
XVI. NIUE AND THE TOKELAU ISLANDS (A/9023/Add.5) . . . . .	1 - 9	136
A. Consideration by the Special Committee . . . . .	1 - 8	136
B. Decision of the Special Committee . . . . .	9	137
ANNEX: WORKING PAPERS PREPARED BY THE SECRETARIAT . . . . .		140
XVII. NEW HEBRIDES (A/9023/Add.5) . . . . .	1 - 9	154
A. Consideration by the Special Committee . . . . .	1 - 8	154
B. Decision of the Special Committee . . . . .	9	155
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		158

# CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
XVIII. AMERICAN SAMOA AND GUAM (A/9023/Add.5) . . . . .	1 - 11	173
A. Consideration by the Special Committee . . . . .	1 - 10	173
B. Decision of the Special Committee . . . . .	11	174
ANNEX: WORKING PAPERS PREPARED BY THE SECRETARIAT . . . . .		177
XIX. COCOS (KEELING) ISLANDS AND PAPUA NEW GUINEA (A/9023/Add.5) . . . . .	1 - 8	215
A. Consideration by the Special Committee . . . . .	1 - 7	215
B. Decision of the Special Committee . . . . .	8	216
ANNEX: WORKING PAPERS PREPARED BY THE SECRETARIAT . . . . .		219
XX. TRUST TERRITORY OF THE PACIFIC ISLANDS (A/9023/Add.5)	1 - 10	226
A. Consideration by the Special Committee . . . . .	1 - 9	226
B. Decision of the Special Committee . . . . .	10	227
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		231
XXI. BRUNEI (A/9023/Add.5) . . . . .	1 - 11	233
A. Consideration by the Special Committee . . . . .	1 - 10	233
B. Decision of the Special Committee . . . . .	11	234
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		236

## VOLUME V

(Chapters XXII to XXIX)

<u>Chapter</u>	<u>Paragraphs</u>
XXII. BAHAMAS (A/9023/Add.6) . . . . .	1 - 9
A. Consideration by the Special Committee . . . . .	1 - 8
B. Decision of the Special Committee . . . . .	9
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	

# CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>
XXIII. BERMUDA (A/9023/Add.6) . . . . .	1 - 9
A. Consideration by the Special Committee . . . . .	1 - 8
B. Decision of the Special Committee . . . . .	9
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	
XXIV. BRITISH VIRGIN ISLANDS, CAYMAN ISLANDS, MONTSEPRAT AND TURKS AND CAICOS ISLANDS (A/9023/Add.6) . . . . .	1 - 10
A. Consideration by the Special Committee . . . . .	1 - 9
B. Decision of the Special Committee . . . . .	10
ANNEX: WORKING PAPERS PREPARED BY THE SECRETARIAT	
XXV. UNITED STATES VIRGIN ISLANDS (A/9023/Add.6) . . . . .	1 - 9
A. Consideration by the Special Committee . . . . .	1 - 8
B. Decision of the Special Committee . . . . .	9
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	
XXVI. ANTIGUA, DOMINICA, GRENADA, ST. KITTS-NEVIS-ANGUILLA, ST. LUCIA AND ST. VINCENT (A/9023/Add.6) . . . . .	1 - 8
A. Consideration by the Special Committee . . . . .	1 - 7
B. Decision of the Special Committee . . . . .	8
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	
XXVII. FALKLAND ISLANDS (MALVINAS) (A/9023/Add.6) . . . . .	1 - 12
A. Consideration by the Special Committee . . . . .	1 - 11
B. Decision of the Special Committee . . . . .	12
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	
XXVIII. BRITISH HONDURAS (A/9023/Add.6) . . . . .	1 - 6
A. Consideration by the Special Committee . . . . .	1 - 5
B. Decision of the Special Committee . . . . .	6
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT	

CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>
XXIX. INFORMATION FROM NON-SELF-GOVERNING TERRITORIES TRANSMITTED UNDER ARTICLE 73 <u>e</u> OF THE CHARTER OF THE UNITED NATIONS (A/9023/Add.7) . . . . .	1 - 9
A. Consideration by the Special Committee . . . . .	1 - 8
B. Decision of the Special Committee . . . . .	9
ANNEX: REPORT OF THE SECRETARY-GENERAL	



# CHAPTERS X-XIV

(A/9023/Add.4)

## SEYCHELLES AND ST. HELENA, COMORO ARCHIPELAGO, SPANISH SAHARA, GIBRALTAR AND FRENCH SOMALILAND\*\*

### CONTENTS

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
X. SEYCHELLES AND ST. HELENA . . . . .		3
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 9	3
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	10	4

### ANNEXES

I. WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		8
II. NOTE BY THE ACTING CHAIRMAN . . . . .		28
XI. COMORO ARCHIPELAGO . . . . .		29
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 11	29
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	12	30
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		32
XII. SPANISH SAHARA . . . . .		59
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 8	59
B. DECISIONS OF THE SPECIAL COMMITTEE . . . . .	9 - 10	60

### ANNEXES

I. WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		61
II. LETTER DATED 12 JULY 1973 FROM THE DEPUTY PERMANENT REPRESENTATIVE OF SPAIN TO THE UNITED NATIONS ADDRESSED TO THE SECRETARY-GENERAL . . . . .		71
XIII. GIBRALTAR . . . . .		73
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 3	73
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	4	73
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		74

---

\*\* Note by the Rapporteur.

# CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
XIV. FRENCH SOMALILAND . . . . .		85
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 3	85
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	4	85
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		86

## CHAPTER X

### SEYCHELLES AND ST. HELENA

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 902nd meeting, on 23 February 1973, the Special Committee, by approving the sixty-eighth report of the Working Group (A/AC.109/L.841), decided, inter alia, to refer the Seychelles and St. Helena to Sub-Committee I for consideration and report.
2. The Special Committee considered the Territories at its 908th, 923rd and 925th meetings, between 24 April and 28 June.
3. In its consideration of the Territories, the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the General Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session". Further, the Special Committee took into account General Assembly resolution 2984 (XXVII) of 14 December 1972, concerning 17 Territories, including the Seychelles and St. Helena. The Committee also took into account the provisions of resolution 2985 (XXVII) of 14 December 1972 concerning the Seychelles by which the General Assembly requested the Special Committee to continue its examination of the question, including in particular the dispatch of a special mission to the territory.
4. During its consideration of the Territories, 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 Committee as well as by the General Assembly and on the latest developments concerning the Territories. The Committee also took into account the resolution concerning the Seychelles adopted by the Tenth Assembly of Heads of State and Government of the Organization of African Unity (OAU) in May 1973.
5. The Special Committee also had before it the text of a telegram dated 19 March 1973 concerning the Seychelles, received from Mr. Guy Simon, Secretary-General of the Seychelles People's United Party (SPUP) (A/AC.109/PET.1245). At its 908th meeting, on 24 April, following statements by the representative of Australia and by the Chairman (A/AC.109/PV.908), the Committee decided to request its Chairman to bring this communication to the attention of the administering Power for its comments or observations. Consequently, during its consideration of the item, the Special Committee had before it a note by its

Acting Chairman on the action taken by the Chairman in this respect (see annex II to the present chapter) and the observations of the Government of the United Kingdom of Great Britain and Northern Ireland, as the administering Power, on the said communication (A/AC.109/423).

6. The administering Power did not participate in the work of the Special Committee during its consideration of the item.

7. At the 923rd meeting, on 27 June, the Rapporteur of Sub-Committee I, in a statement to the Special Committee (A/AC.109/PV.923 and Corr.1 and Corr.2), introduced the report of the Sub-Committee (A/AC.109/L.873) containing an account of its consideration of the Seychelles and St. Helena (A/AC.109/SC.2/SR.117-121).

8. At the 925th meeting, on 28 June, following a statement by the representative of Sweden (A/AC.109/PV.925), the Special Committee adopted the report without objection and endorsed the conclusions and recommendations contained therein (see paragraph 10 below), it being understood that the reservation expressed by the representative of Sweden would be reflected in the record of the meeting. The representative of Australia also made a statement (A/AC.109/PV.925).

9. On 29 June, the text of the conclusions and recommendations was transmitted to the Permanent Representative of the United Kingdom for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

10. The text of the conclusions and recommendations adopted by the Special Committee at its 925th meeting, on 28 June, to which reference is made in paragraph 8 above, is reproduced below:

##### (a) Conclusions

(1) The Special Committee deeply deplores the continued failure of the administering Power to comply with the provisions of the relevant General Assembly resolutions, including in particular resolution 2985 (XXVII) of 14 December 1972 as well as the specific recommendations of the Special Committee relating to the Seychelles and St. Helena. Indeed, during the period under review, the administering Power did not take any measures designed to transfer all powers to the people of the Territories, but, on the contrary, continued to encourage policies of dissension and conflict among the inhabitants in order to perpetuate its colonial domination in the Territories.

(2) The Special Committee deplores in particular the fact that, owing to the negative attitude of the administering Power, it has not been possible to dispatch a special mission to the Seychelles, as envisaged under the terms of General Assembly resolution 2866 (XXVI) of 20 December 1971.

(3) The Special Committee expresses its serious concern over the persistent refusal of the administering Power to restore the territorial integrity of the Seychelles by returning to it the islands detached from the Territory in 1965. The Committee considers that the division of the Territory, the construction of military bases thereon and the arbitrary and forceful transfer of the population therefrom constitute a gross violation of the basic rights of the people and, in particular, an infringement on their social and economic rights.

(4) The Special Committee accordingly condemns the continued construction of military facilities and installations on the islands by the United Kingdom of Great Britain and Northern Ireland and the United States of America. In the process, the local inhabitants have been forced to evacuate the area and are even prohibited from off-shore fishing in the territorial waters of those islands. These acts not only violate the fundamental rights of the people but also constitute an encroachment on their territory and sovereignty. In the view of the Committee, the military presence of these Powers poses a direct threat to the peace and security of the area and to the littoral and hinterland States of the Indian Ocean, and contravenes the aims and purposes of the relevant resolutions of the General Assembly concerning the Declaration of the Indian Ocean as a zone of peace.

(5) The Special Committee deprecates the arguments advanced by the representative of the colonial authorities concerning the "isolation of the Territories, their lack of economic development and the people's opposition to independence" 1/ as being a pretext for preventing the peoples of the islands from achieving the goals set forth in the Charter of the United Nations and the Declaration on the Granting of Independence to Colonial Countries and Peoples.

(6) The Special Committee notes with serious concern that the economic and social situation continues to remain unsatisfactory. The only sectors where development has taken place are those areas designed to benefit foreign economic and financial interests. Moreover, production in several sectors of the economy has stagnated and, in some cases, has even declined.

(7) The Special Committee condemns the intensified intervention of the racist régime of South Africa in the economy of the Territory in collaboration with, and with the encouragement of, the administering Power. Within the policy of economic collaboration, the administering Power has granted landing rights to South African Airways at Mahé airport in the Seychelles.

(8) The Special Committee notes that the United Kingdom Government has failed to respond to appeals by the opposition party in the Seychelles to arrange a conference between the leaders of the two parties, with a view to preparing the way for national unity. Taking into account the existing

---

1/ A/C.4/SR.2005.

inequity in the representation of the two parties in the Legislative Assembly, the Committee considers it imperative that measures be taken without delay towards the achievement of national unity, including the holding of such a conference. In this connexion, the Committee views with serious concern the reported intention of the Chief Minister to take steps to stifle all opposition and to assume control of the forces of law and order, the broadcasting facilities and the civil service. The Committee is particularly disturbed about the negative attitude of the administering Power in respect to the representations made by its Chairman in this regard.

#### (b) Recommendations

(1) The Special Committee reaffirms the inalienable right of the people of the Seychelles and St. Helena to self-determination and independence in accordance with General Assembly resolution 1514 (XV) of 14 December 1960, and the legitimacy of their struggle to achieve that right.

(2) The Special Committee reaffirms its previous recommendations, in particular those contained in resolution 2985 (XXVII), and calls upon the administering Power to implement them fully and without delay.

(3) The Special Committee condemns the refusal of the administering Power to allow a special United Nations mission to visit the Seychelles, and calls upon the administering Power to receive such a mission as envisaged in resolution 2866 (XXVI).

(4) The Special Committee calls for the annulment of the military agreement between the United Kingdom and the United States, which is contrary to the interests of the people of the Seychelles and which poses a direct threat to the peace and security of the area and to neighbouring States.

(5) The Special Committee calls upon the administering Power to cease forthwith the eviction of the residents of the so-called "British Indian Ocean Territory" and the construction of military bases and to return to the Seychelles the islands detached therefrom.

(6) The Special Committee calls upon the administering Power to take urgently all effective steps to put an end to any form of collaboration with South African economic activities and other interests in the Territories.

(7) The Special Committee urges the administering Power to take all necessary measures with a view to achieving national unity and political stability in the Seychelles, including in particular the holding of a conference of political parties and organizations as suggested by the leader of the Seychelles People's United Party (SPUP), the national liberation movement recognized by the Organization of African Unity (OAU). In this connexion, the Special Committee will welcome receiving from the political parties and organizations concerned further information on political and other developments in the Territories.

(8) The Special Committee urges the administering Power to participate in the relevant proceedings of the Committee, as well as to provide it with adequate and up-to-date information concerning the social, economic and political situation in the Territories.

(9) The Special Committee recommends that representatives of political parties and organizations from the Territories be given an opportunity to express their views, should they be prepared to do so, before the Committee and/or the Fourth Committee of the General Assembly, in order to assist in their consideration of these Territories.

# ANNEX I\*

## WORKING PAPER PREPARED BY THE SECRETARIAT

### CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY . . . . .	1 - 2
B. INFORMATION ON THE TERRITORIES . . . . .	3 - 98
1. SEYCHELLES . . . . .	3 - 77
General . . . . .	3
Political and constitutional developments . . . . .	4 - 37
Economic conditions . . . . .	38 - 61
Social conditions . . . . .	62 - 73
Educational conditions . . . . .	74 - 77
2. ST. HELENA . . . . .	78 - 98
General . . . . .	78
Constitutional developments . . . . .	79
Economic conditions . . . . .	80 - 88
Social and educational conditions . . . . .	89 - 94
Dependencies of St. Helena . . . . .	95 - 98

\* Previously issued under the symbol A/AC.109/L.852.



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

1. The Territories of the 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 the Territories are set out in its reports to the General Assembly at its nineteenth and twenty-first to twenty-seventh sessions: a/

2. The text of the conclusions and recommendations adopted by the Special Committee in 1972 in regard to the Territories and subsequently approved by the General Assembly at its twenty-seventh session, and the texts of General Assembly resolution 2985 (XXVII) of 14 December 1972 concerning the Seychelles and resolution 2984 (XXVII) of 14 December 1972 concerning 17 Territories, including the Seychelles and St. Helena, have been made available to the Special Committee.

B. INFORMATION ON THE TERRITORIES

1. SEYCHELLES<sup>b/</sup>

General

3. 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 the Seychelles has comprised 89 islands, having a combined land area of approximately 100 square miles, situated in the western Indian Ocean approximately 1,000 miles east of the Kenya coast. According to the census carried out in May 1971, the population of the Seychelles was 52,437, an increase of approximately 437 over mid-1970.

---

a/ For the most recent, see Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1), chap. VIII, para. 9; Ibid., Twenty-sixth Session, Supplement No. 23 (A/8423/Rev.1), chap. IX, para. 10; Ibid., Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XI, para. 19.

b/ The information presented in this section is derived from published sources and from information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter of the United Nations on 10 July 1972 for the year ending 31 December 1971.

## Political and constitutional developments

### Constitution

4. The Constitution agreed upon at the Seychelles Constitutional Conference in March 1970, the provisions of which were fully described in a previous report of the Special Committee, c/ remains in effect. Briefly, the Constitution provides for: (a) a Governor appointed by the Queen, exercising executive authority on her behalf, and a Deputy Governor; (b) an executive consisting of the Governor and a Council of Ministers made up of a Chief Minister, appointed by the Governor, three ex officio members (the Deputy Governor, the Attorney-General and the Financial Secretary), and up to four other ministers appointed by the Governor in consultation with the Chief Minister; (c) a Legislative Assembly consisting of a Speaker appointed by the Governor from among persons who are not members of the Assembly, 15 directly elected members (representing eight electoral districts) and the three ex officio members of the Council of Ministers. The Assembly is to be dissolved and new elections held every five years unless it is dissolved earlier.

5. The Governor has exclusive responsibility for external affairs, defence and the armed forces, internal security (including the police force), the government broadcasting services and newspapers and certain public service matters. On all other matters, he is obliged to consult the Council of Ministers in the formulation of policy and the exercise of his powers, except when the matter is unimportant or when urgency requires him to act before consulting the Council. The Governor may act against the advice of the Council when he thinks it right to do so; in such cases, he must report the reasons for his action to the United Kingdom Government.

6. With the advice and consent of the Legislative Assembly, the Governor may make laws for the peace, order and good government of the Territory. If the Assembly fails to adopt any bill or motion which the Governor views as necessary in the interest of public order, public faith or good government, he may declare such bills or motions adopted.

7. As regards the franchise, the Constitution provides that all Seychelles residents who are British subjects over the age of 21 are entitled to vote, provided they have resided in the Seychelles for a continuous period of 12 months and are resident in the electoral area on registration day.

8. The Constitution also provides for a Supreme Court and a Court of Appeals. The first elections under the new Constitution took place on 11 November 1970.

---

c/ Official Records of the General Assembly, Twenty-sixth Session, Supplement No. 23 (A/3423/Rev.1), chap. VIII, annex I, paras. 6-14.

## Political parties

9. There are two political parties in the Territory, the ruling Seychelles Democratic Party (SDP), under the leadership of Chief Minister James Mancham, and the Seychelles People's United Party (SPUP), whose president is Mr. Albert René. In the 1970 election, SDP received 18,972 votes and won 10 seats in the Legislative Assembly; SPUP, with 15,834 votes won 5 seats. As previously reported, the two parties are opposed on the question of the future political status of the Territory. The SDP, in view of the Territory's isolation and lack of economic development, favours a form of integration with the United Kingdom analogous to the status of the Channel Islands; SPUP advocates complete and immediate independence from the United Kingdom. Other divisive issues are the direction of the Territory's future economic development, primarily the importance to be given to tourism in relation to agriculture, and the pace of social development.

## Question of a referendum

10. In a statement before the Fourth Committee of the General Assembly on 22 October 1971, Mr. Mancham stated that, in order to demonstrate that his party represented the majority view in its opposition to independence and its desire to remain actively associated with the "motherland", he was prepared to accept a United Nations visiting mission to the Territory and to request the United Kingdom, in consultation with the United Nations, to organize a referendum to settle the issue. Support for a referendum was also voiced by Mr. René of SPUP in a press release issued on 18 November 1971.

11. On 20 December 1971, the General Assembly adopted resolution 2866 (XXVI), in which it: (a) requested the Special Committee, in consultation with the administering Power and the Secretary-General, to appoint a special mission to visit the Territory, in particular to supervise a referendum on the future of the Territory; and (b) requested the administering Power to receive the special mission and make the necessary arrangements for a referendum.

12. Upon his return to the Seychelles, Mr. Mancham reversed the position he had expressed at the United Nations and issued a statement to the effect that there was in fact no justification for holding a referendum before the next general elections in 1975. On 22 December, the Seychelles Legislative Assembly rejected two motions introduced by Mr. René calling for the immediate holding of a referendum and inviting a United Nations mission to visit the Seychelles.

## Further statements by SDP and SPUP

13. In April 1972, following a wave of bombings, strikes and demonstrations in the Territory (see paragraphs 24-29 below) Mr. Mancham flew to the United Kingdom for talks with officials of the Foreign and Commonwealth Office. During his visit in London, he was reported to have proposed that the Seychelles be given a new constitutional status changing it from that of a colony to an integral part of the United Kingdom comparable to the status of the Channel Islands. He

is also reported to have expressed the opinion that law and order should be made the joint responsibility of the Governor and the elected Government, and not of the former alone, as under the present Constitution.

14. In this connexion, Mr. Mancham reportedly had complained that the Governor had allowed "seditious" speeches to be made by the opposition, which advocated independence. He also claimed that there was a real security danger owing to the outside support received by SPUP.

15. On 25 December, in what was described as his first major public speech in more than two years, Mr. René of SPUP stated that his party was on a collision course with SDP; he appealed to the United Kingdom to arrange a conference in order to enable the leaders of the two parties to meet and to find ways and means towards national unity. Mr. René said that although SPUP would never accept the pro-colonialist attitude of SDP, he was in favour of establishing a dialogue to reduce the gulf between the two parties.

16. As regards the economic development of the Territory, Mr. René said he did not oppose tourism, but only opposed the present Government's policy which stressed tourism at the expense of a more balanced development that would give due importance to agriculture and fishing. Mr. René also said that job openings and business opportunities based on tourism were too easily made available to foreigners instead of to qualified Seychellois who could do well in such undertakings, provided they received financial aid.

#### Position of the United Kingdom regarding the future status of the Territory

17. On 15 May 1972, Mr. Anthony Kershaw, Parliamentary Secretary of State for Foreign and Commonwealth Affairs, stated in the House of Commons that there was no reason to change the present Seychelles Constitution, which had been agreed upon by all political leaders in the Seychelles on March 1970. Mr. Kershaw also stated that neither Mr. Mancham nor any other Seychelles leader had sought a meeting with him on the question of a new constitution.

#### Recognition of SPUP by the OAU /Organization of African Unity/ Co-ordinating Committee for the Liberation of Africa

18. In January 1972 it was reported that the OAU Co-ordinating Committee had received a request from SPUP for recognition as an official liberation movement and had decided not to take any action "at this stage"; it would, however, give the party financial aid "in view of its being the only movement opposing the foreign domination in the island"; and "because it carried political enlightenment among the people of Seychelles, who are considered an African people". In January 1973, the OAU Co-ordinating Committee, meeting at Accra, decided to grant official recognition to SPUP as the only legal representative of the Seychellois people.

## SDP reaction to the decision of the OAU Co-ordinating Committee

19. In February, Mr. Mancham made a five-week trip to Kenya, Zaire, Cameroon, Nigeria, Ivory Coast and Ethiopia to persuade the heads of State of those countries to withhold OAU recognition from SPUP. His trip was also to include a meeting with officials of OAU.

20. In the course of the trip, Mr. Mancham made a series of statements attacking both SPUP and what he described as the interference of OAU in the internal affairs of the Territory.

21. On 8 February, while in Nairobi, Mr. Mancham asserted that the decision of the OAU Co-ordinating Committee to recognize SPUP as an official liberation movement and to provide it with financial support discredited that organization because it departed from the principle of majority rule. He pointed out that SPUP was allowed freedom of movement both inside and outside the Territory and considered it incredible to call or even recognize SPUP as a liberation movement.

22. On 13 February, while in Kinshasa, Mr. Mancham reiterated his view that independence would be unrealistic for the Seychelles in the present circumstances and stated that the situation in the Territory was totally different from that created by the Portuguese presence in Africa or by the exploitation of Zimbabwe and other southern African countries by white minority régimes. His Government adhered to the principle of majority rule enunciated by OAU as well as to the right of self-determination, which he advocated for all countries.

23. On 20 February, in Lagos, Mr. Mancham alleged that SPUP was making an issue of the question of independence purely as a means of raising money from OAU and that the party was not nationalist but opportunist.

## Other developments

24. It will be recalled that in February and March 1972, prior to Queen Elizabeth's visit to the Territory, three bomb explosions occurred in Victoria, causing damage to property but no injuries. The explosions, which were the only incidents of violence ever to have taken place in the Territory, were investigated by Scotland Yard, which for some months reached no conclusion regarding the origin of the bombs. On 18 March, following the third explosion, Mr. Mancham stated that he did not consider the bombings to be a serious threat because there was no popular support for terrorism and no one had been bold enough to claim credit for them.

25. In late July and early August, four members of SPUP, including Mr. Guy Poole, were arrested and charged in connexion with the first explosion, which had occurred at the Reef Hotel on 14 February.

26. On 2 August, Mr. Guy Sinon, Secretary-General of SPUP, sent a cable to the Secretary-General of the United Nations alleging that mass arrests and detentions without trial of SPUP supporters were taking place and that those arrested were being beaten and drugged by their interrogators. In the cable it was also



alleged that Mr. Mancham was demanding the confiscation of passports of SPUP officials and the Secretary-General was requested to intervene immediately with the United Kingdom and Seychelles Governments (A/AC.109/PET.1199/Add.4).

27. In a note dated 9 August 1972, addressed to the Under-Secretary-General for Political Affairs and Decolonization (A/AC.109/411), the Permanent Representative of the United Kingdom stated on behalf of his Government that the allegations of mass arrests and maltreatment were untrue; on 29 July 1972, two persons had been arrested in connexion with the explosions and two others were subsequently arrested. All legal requirements and safeguards were being met. Lawyers had access to the accused and neither they nor the accused had made any allegations of illegal treatment.

28. On 4 January 1973, Mr. Guy Poole was convicted on charges of causing an explosion at the Reef Hotel and was sentenced to 12 years' imprisonment.

#### "British Indian Ocean Territory"

29. Under a United Kingdom Order-in-Council dated 8 November 1965, three of the islands of the Seychelles were administratively detached from the Territory of Seychelles and, together with the Chagos Archipelago, formerly part of Mauritius, were set up as a separate administrative unit entitled the "British Indian Ocean Territory". d/ According to the administering Power, this arrangement was made with the consent of the Governments of Mauritius and the Seychelles, which were to be compensated for the loss of the islands and atolls. In the case of the Seychelles, it was agreed that the compensation would take the form of an airport on Mahé, to be constructed and financed by the United Kingdom at an estimated cost of £4.5 million. (The airport, which was completed in May 1971, is the basis for the development of tourist industry in the Territory, see paragraph 50 et seq. below.)

30. The purpose of the above-mentioned agreement was to make the islands available for the construction of military staging facilities by the Governments of the United Kingdom and the United States of America, which in 1966 entered into an agreement for the joint use of any military facilities eventually to be constructed in the "British Indian Ocean Territory".

31. On 24 October 1972, the United Kingdom Government published an agreement between the British and the United States Governments concerning the construction of a limited United States naval communications facility on Diego Garcia, in the "British Indian Ocean Territory". e/

---

d/ Ibid., Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XI, annex I, paras. 22-23.

e/ Treaty Series No. 126 (1972); 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 a limited United States Naval Communications Facility on Diego Garcia, British Indian Ocean Territory, London, 24 October 1972, Cmd. 5160, London, HMSO, 1972.

32. The agreement provided that the Government of the United States would be entitled to construct, maintain and operate a limited naval communications facility for the purpose of providing a link in its defence communications and also to furnish improved communications support in the Indian Ocean for ships and state aircraft owned or operated by, or on behalf of, either Government. The facility, to be entirely financed by the United States, would consist of transmitting and receiving services, an anchorage, airfield, associated logistic support and supply and personnel accommodation.

33. The agreement further provided that: (a) access to Diego Garcia would in general be restricted to members of the forces of the United Kingdom and the United States, "British Indian Ocean Territory" administrators, and representatives of both Governments; (b) as far as possible, the flora and fauna of the islands would not be interfered with; and (c) the United Kingdom Government would prohibit commercial fishing or oil or mineral exploitation on Diego Garcia or in the surrounding waters for the duration of the agreement, unless it was agreed that such activities would not be inimical to the defensive use of the island.

34. The two Governments further agreed that the above arrangements would continue in force for as long as the 1966 agreement continued in force (50 years, renewable for a further 20 years) or until such time as no part of Diego Garcia was required for the purposes of the naval communications facility.

35. In November, the evacuation of 128 residents from the islands of Diego Garcia, Salomon and Peros Banos, following the shut-down of the copra plantations there, and their removal to Mauritius, was reported in the Seychelles press. The report stated that the 200 islanders remaining on Peros Banos were to be removed shortly and that Salomon was completely deserted.

36. The question of the creation of the "British Indian Ocean Territory" is another major point of difference between SDP and SPUP. Whereas SDP supports the construction of a naval communications facility on Diego Garcia as being in the interests of political stability in the Indian Ocean area, SPUP opposes what it considers to be attempts by the United Kingdom and the United States "to turn the Indian Ocean into an area of big power conflict".

37. On 18 February 1973, following publication of the new agreement between the United Kingdom and the United States, Mr. Simon stated at a press conference in Mogadiscio, that if the United Kingdom were allowed to have a military base in the Indian Ocean, the East African countries of Kenya, Somalia and the United Republic of Tanzania would be endangered.

## Economic conditions

### General

38. The economy of the Seychelles has traditionally been based on agriculture, the principal crops being coconuts, cinnamon, patchouli and vanilla, all of which are produced for export. Inasmuch as these crops, especially coconut palms, occupy most of the arable land and as there are few manufacturing industries other than those concerned with processing agricultural products for export, the Territory is heavily dependent on imports for most of its requirements, particularly staple food-stuffs such as rice, flour, meat, vegetables and dairy products. This has resulted in a chronic adverse balance of trade, the deficit normally being offset by aid from the United Kingdom, land purchases by foreigners, spending by personnel from the United States Tracking Station on Mahé, and remittances from emigrants. Until recently, the tourist potential of the Territory had not been developed, primarily because of the absence of air transport links and the lack of hotel facilities.

39. In 1970, the Seychelles Government, in conjunction with the United Kingdom, which is providing the funds, initiated a large-scale development plan designed to lead to the economic viability of the Territory through the expansion of tourism and agriculture. The two most important items in the plan are: (a) the construction of an international airport at Mahé, completed in 1971 at a cost of £5.5 million to serve, among other purposes, as a stimulus for tourism; and (b) the reclamation of 100 acres of land and the construction of a new port at Victoria, the capital and principal port, at an estimated cost of £3.0 million. Other major allocations in the development plan, which covers the period 1970-1974, are: £1.6 million for public works; £1.5 million for the expansion of the Cascade dam to improve water supplies; £500,000 for low-cost housing; £343,000 for the diversification and improvement of agriculture; £193,000 for education; and £143,000 for public health services.

40. In 1972, the administering Power reported that the first part of the Victoria reclamation project, consisting of dredging sand and coral from the sea-bed and reclaiming part of the foreshore of Victoria, had been completed and that the second phase, the construction of the new port and the development of the reclaimed land, had been started.

41. In his budget speech in the Legislative Assembly, the Financial Secretary described 1971 as "the year that marked the watershed, both politically and economically, between the old Seychelles and the new". This remark was amplified in the report of the administering Power in which it was stated that the opening of the airport had provided improved communications enabling the Seychelles, with its limited natural resources, to use its most important asset, natural beauty, and to develop what promised to be a profitable tourist industry. There had also been satisfactory progress in sectors of the economy not directly linked to the airport, such as the construction sector, deriving primarily from the Victoria reclamation project. Cumulatively, the expansion of the economy had led to higher wages and an improved standard of living, although the Government, aware of the dangers of rapid entry into a new era, was taking steps to make the transition as smooth as possible.



## Agriculture

42. As noted above, commercial agriculture in the Territory is directed towards the production of export crops, primarily coconuts, cinnamon, patchouli and vanilla. Tea is being developed as a subsidiary crop, primarily for local consumption. Most of the commercial land, which is held by 56 proprietors, is planted with coconuts, which constitute the Territory's principal crop.

43. In 1971, declines compared with the previous year were noted in the quantity and value of coconut products as well as all other principal agricultural exports, except for cinnamon. The value of coconut products exported decreased by 1.5 million to 3.7 million rupees, f/ owing both to falling prices and a decrease in output of over 900 tons of copra; patchouli exports declined from 50,800 to 20,000 rupees; and vanilla from 30,000 to 14,500 rupees. Cinnamon products increased in value by 500,000 rupees to 4.7 million rupees.

44. In an effort to improve the deteriorating situation of the copra industry, the Ministry of Agriculture made a comprehensive reappraisal of the situation and, on 1 July 1972, announced a new copra marketing policy which was to come into effect immediately. The new measures were aimed at enabling the coconut industry to continue to play an important role in the economic future of the Seychelles as part of a more intensive and diversified system of mixed farming. New measures introduced include the following:

(a) The abolition of the copra export duty on all copra delivered for export on or after 1 July 1972;

(b) A coconut replanting scheme providing for financial assistance to growers to replant some 4,000 acres over eight years and for the introduction of improved methods of husbandry;

(c) The institution of a system of agricultural improvement grants to encourage crop diversification and mixed farming alongside rehabilitation of coconut areas;

(d) The promotion of an oil-milling industry to process all Seychelles copra both for local consumption and for export. (The Government stated that there was considerable scope for the manufacture of coconut products, in addition to coconut oil, such as animal feed, desiccated coconut and confectionary, soap and low-cost building materials, the manufacture of which should appreciably increase the return to producers, mainly through savings on exporting expenses.);

(e) The amendment or replacement of the Copra Price Stabilization Fund, which at present pays producers £15 per ton above the export price. Under the proposed new policy, the Fund would be used to pay a guaranteed fixed minimum price for a

---

f/ The Seychelles rupee is valued at £0.13 sterling or \$US 0.19.

specified period; any excess above a maximum price for the same period would be paid into the Fund. Disbursements from the Fund would be permitted for improvement of the coconut industry as described in (b) above.

45. In August, the Seychelles Copra Association announced that it had negotiated a contract with the Duhois Oil Mills and Soap Factory, Ltd., of Mombasa, Kenya, for the sale of the entire exportable quantity of copra produced in the Seychelles and the "British Indian Ocean Territory" islands of Desroches and Farquhar, over a six-month period. Previously copra had been sold to the State Trading Corporation of India, Ltd. The contract provides that the buyer is to guarantee a minimum purchase price of £50 per ton f.o.b., the maximum price to be computed on the average monthly price of Philippine copra, c.i.f. London. It was also agreed that, should the Kenya Government abolish or remit the import duty on copra, the buyers would pay the sellers 30 per cent of such reduction or remission of duty. The contract also provides for an option to renew the contract for a further six months if agreeable to both parties.

46. Agricultural production for domestic consumption consists mainly of sugar cane, tobacco and various fruits and vegetables, of which available quantities are normally far below demand. The same ratio between supply and demand applies to supplies of livestock and fish, the prices of which are rather high. According to the administering Power, a primary problem as regards the fishing industry has been the absence of a cold storage facility which could be used not only to store fish during periods of glut, but also to supply fishermen with frozen bait and with ice to enable them to go further offshore. A further problem has been the failure of the Seychelles Government to attract the foreign capital it says it needs to establish an efficient and economical fishing industry. According to the administering Power, during 1971, several fishermen gave up fishing to seek land jobs in the construction and other industries and, as a result, fish supplies have been further adversely affected. To ameliorate the situation, the Government was negotiating for the establishment of a cold storage facility and was also giving consideration to providing incentives to encourage more people to invest and work in the fishing industry.

47. In October, the Seychelles Government published a White Paper entitled "A New Deal for Agriculture" setting out its policy on future agricultural development. In this document, the Government expressed the opinion that agriculture was vital for the long-term future of the Seychelles which should not become solely dependent on tourism. To this end, the Government would assist farmers wherever it could, although in the last analysis, successful agricultural development would depend on the energy, skill and enterprise of hundreds of individuals. It added that the most important immediate objective of the government policy would be to increase food and livestock production by small farmers to enable them to share in the increasing prosperity resulting from the rapid development now taking place, and thus help the Seychelles to become less dependent on imports. The emphasis on increased food and livestock for local consumption was not intended, however, to minimize the importance of export crops including, in addition to coconuts and cinnamon, lime, spices and essential oils.

48. To achieve these objectives, it would be necessary to change existing attitudes through education and training and to speed up the establishment of a farming community of a kind which had not existed previously. The Government was confident, however, that any difficulties could be overcome by the practical measures it intended to introduce, including: (a) grants towards the improvement of agricultural land; (b) a 50 per cent subsidy on fertilizers; (c) a coconut rehabilitation scheme under which the Government would give substantial grants to farmers to replant land with selected seedlings and carry them over until the replanted palms came into bearing; (d) importation of livestock for breeding purposes; (e) the establishment of an agricultural training centre to provide courses for men and women farmers, foremen and prospective government tenants; and (f) improved water supplies and the introduction of an irrigation system. The Government would also hire a specialist staff to improve farm management techniques and to help develop mechanization in a way suited to local conditions; it was also setting up a new agricultural Small Loans Fund with a view to making funds available to farmers who could not offer the security required for loans under the existing Agricultural Loans Fund.

49. In the White Paper, it was further stated that, to ensure efficient marketing, storage and processing arrangements, the Government would replace the present Victoria Market by a new central market located on the Victoria Reclamation Project and would establish eight new rural markets.

#### Tourism

50. Development plans for the tourist industry in the Seychelles were outlined in a Seychelles Government White Paper of November 1969. According to that document, following the opening of the Mahé airport in 1971, the Territory would attempt to attract about \$7 million in private investment in hotel construction over the next few years, thereby increasing the number of tourists the Territory could accommodate from 600 in 1970/71 to about 30,000 in 1975, whereupon construction would be stopped. To achieve this goal, it was envisaged that three hotels with a total of 500 beds would be built by 1972, and five more hotels would be completed by 1975, raising the total number of beds from 700 to 1,500.

51. By the end of 1972, two major hotels, the 300-bed Reef Hotel and the 200-bed Coral Strand Hotel, plus two smaller hotels, were open on Mahé, and plans were announced for the construction of a 350-bed hotel by Houlders World Holidays, a United Kingdom tour operator, to be opened in November 1973. The latter will be located on British Crown land under a lease agreement with the Seychelles Government, which has been granted 15 per cent equity in the project.

52. Air service to the Seychelles is provided by the British Overseas Airways Corporation (BOAC), which at present operates two flights weekly from London to the Territory. BOAC flights en route to and from the Far East, East Africa, Mauritius, Sri Lanka and South Africa also stop at the Seychelles. Under an agreement between the United Kingdom Government and South African Airways, the latter was to provide its own flights to the Territory beginning in April 1973.

53. Since the introduction of scheduled services there has been a steady increase in the number of tourists visiting the Seychelles. In April 1972, there were 976 visitors, compared with a monthly average of 135 in 1970.

54. According to the administering Power, construction of a second airstrip at Praslin has also been started and airstrips on other islands, are being contemplated.

55. Estimated government expenditure on tourism and public relations during the year increased to 302,000 rupees (250,000 rupees during 1970).

#### Second Development Plan

56. In November 1972, the United Kingdom Government dispatched a second economic mission, comprising officials of the Overseas Development Administration, to the Seychelles to assess the remaining economic needs of the Territory and to formulate a follow-up economic development plan.

57. Upon the mission's arrival, SPUP, in an editorial in the news organ, The People, enumerated what it considered to be the essential components of the next economic development plan, as follows: (a) a government cold storage facility; (b) development of a fishing industry, beginning with the purchase and equipment of a "mother" ship capable of leading fleets of smaller fishing boats to the outer banks and provided with cold storage facilities; (c) establishment of a marketing board to increase local agricultural production by guaranteeing an outlet for local output and allowing imports only to supplement local production; (d) creation of a central consumer co-operative; (e) encouragement of agricultural production, particularly animal husbandry and vegetable production; and (f) encouragement of local manufacturing, either on a co-operative or private enterprise basis. The SPUP also stated that considerable social development, especially in housing, medical and educational facilities was necessary.

58. On 9 December, the Seychelles Weekly, the news organ of SDP, reported that the Overseas Development Administration might recommend a plan of over £9 million for the continued development of the Seychelles.

59. The report quoted the mission as considering that the development of the Territory based on tourism had been extremely successful, having resulted in full employment and a rising standard of living. The accelerated rate of development had produced a number of negative features, however, principally inflation and a relative neglect of social services. In the new development plan, priority would therefore be given to the development of housing, education, health and water supplies.

60. The mission was reported to have found one of the primary sources of inflation to be the shortage of fish, the prices for which had skyrocketed over the past two years. Equal priority would thus be given to increasing fish production along with agricultural output.

61. The mission was also reported to believe that the rapid rate of tourism development and subsequent full employment had put pressure on the construction industry to the extent that there was currently a shortage of both skilled and unskilled labour. It would therefore recommend that the available manpower be distributed in such a way as to permit social projects to receive due attention and not take second place to tourist development.



## Social conditions

### Labour.

62. During 1971, the administering Power reported that the expansion of the economy through tourism and related activities had led directly to higher wages and improved standards of living for a large majority of the population, and that unemployment had been greatly reduced. (There are no employment figures for 1971; the number of persons receiving welfare, however, increased to 1,770, 70 more than in 1970.)

63. As noted previously, in April 1972, the 1,800 members of the Government Unestablished Workers Union, which had been unable over the course of a year to reach an agreement with the Seychelles Government concerning a wage increase, went out on strike for 14 days. The union demanded a monthly wage increase of 40 per cent for workers earning 200 rupees or less per month, and an increase of 30 per cent for higher salaried workers. The Government offered a 15 per cent increase for employees earning under 150 rupees per month, 8 per cent for those earning between 150 and 230 rupees and 5 per cent for those earning over 230 rupees. This offer was rejected by the union. In the course of the strike, violence erupted during a mass demonstration called by SPUP to show support for the striking workers. The demonstration, which was ultimately dispersed by police using tear gas, was followed by several smaller anti-government incidents, including a siege by 500 workers of Government House, where the Chief Minister and some of his staff were confined for two hours.

64. On 17 April, Governor Sir Bruce Greatbatch announced that he had appointed Chief Justice Sir Georges Souyave to arbitrate the dispute. Sir George would hold meetings with Mr. Sinon, President of the union and Secretary-General of SPUP, and Mr. Terry Richards, Commissioner of Labour. At the same time, it was reported that the union and two construction unions which had gone on sympathy walk-outs would return to work immediately.

65. On 26 June, the Arbitration Tribunal awarded an increase of 35 per cent to union members earning 150 rupees per month or less; 30 per cent to workers earning between 150 and 230 rupees; and 25 per cent to workers earning over 230 rupees.

66. During the year, substantial wage increases for the members of the Seychelles Building Construction and Civil Engineering Workers Union were also announced. A contract signed on 10 May awarded an increase of 32 per cent over wages paid before 1 January 1972 to workers in the lowest wage category and proportionate increases to higher paid workers.

67. On 30 March, the Government laid down minimum monthly wage rates for employees in the hotel and catering industries, amounting to 125 rupees for chambermaids and laundry workers, 140 rupees for waiters, and 100 rupees for other categories (80 rupees if under age 16). The monthly wage applied to a 48-hour week. Announcing the action, Mr. David Joubert, the Minister of Housing, Labour and Social Services, stated that some hotel employees were being paid very

low wages for an indefinite number of hours of work per month. The Government wanted to ensure that these workers were given a reasonable return for their services and that there was stability in this rapidly developing and vital industry.

#### Public health

68. There are four general hospitals with a total of about 186 beds on the islands, 160 of which were in the Seychelles Hospital on Mahé. According to a statement by Sir Selwyn-Clarke, former Governor of the Seychelles (1947-1951), in the course of a visit to the Territory in October 1972, the health situation in the Territory was showing considerable improvement, owing to the development of pure water supplies and family planning, which was reducing the incidence of infant mortality. He added that the construction of a further 70 beds and two new operating rooms at the Seychelles Hospital was a first-priority measure, only awaiting sufficient funds. Sir Selwyn-Clarke also pointed out that there were 15 vacancies in nursing positions at the Seychelles Hospital and recommended that, to ensure an adequate intake of student nurses, the Government should reconsider increasing nursing salaries, which at present were comparable to wages paid by the hotel industry.

69. In December, it was announced that the United Kingdom Government had approved a grant of £79,500 to finance the first-stage of development of the Seychelles Hospital, consisting of the construction of a new operating theatre and conversion of the tuberculosis sanatorium into a surgical block.

70. Government expenditure on medical services in 1971 was estimated at 3.1 million rupees, compared with 2.8 million rupees in 1970.

#### Public housing

71. It will be recalled that under the 1970-1974 Development Plan, a total of £500,000 was set aside for the construction of low-cost public housing. In 1971, the administering Power reported that 568 low-rent dwellings had been completed over the past few years and that the Government was continuing to provide funds for self-built housing, repairs to houses of recipients of relief allowances and improvement grants for the houses of very poor families.

72. During the year, a further 1.5 million rupees were appropriated under capital expenditure for low-cost housing and 100,509 rupees for housing improvement, self-built housing and the housing loan scheme.

73. In January 1973, the Seychelles Government announced the introduction of an additional three-point housing programme under which: (a) building loans would be more readily available to Seychellois under 45 years of age who were able to make monthly repayments over 15 years, together with annual interest payments of 8 per cent; (b) small interest-free loans of up to 1,800 rupees in materials would be available to families with an income of less than 500 rupees per month for

home improvement; and (c) grants of approximately 2,000 rupees would be offered to builders providing small new houses built to certain minimum standards. Commenting on these innovations, the Minister of Housing, Labour and Social Services said they provided further proof of the Government's determination to find a solution to the housing problems of the Seychelles and to make 1973 "the year of social development".

#### Educational conditions

74. The following table shows the number of schools and pupil enrolment during 1971:

	<u>Schools</u>	<u>Enrolment</u>
Primary	35 <u>a/</u>	9,746
Secondary	13 <u>b/</u>	2,310
Teacher training	1 <u>c/</u>	117
Technical and vocational	5 <u>c/</u>	312

a/ Three government, 29 aided and 3 unaided schools.

b/ Three government, 8 aided and 2 unaided schools.

c/ Government schools.

In comparison with 1969, the 1971 figures show an increase of 965 primary pupils, 133 secondary pupils, 62 teaching students and 58 technical and vocational pupils.

75. During 1971, enrolment at the Teacher Training College increased by 50 per cent over the previous year, owing to a government policy, initiated in 1969, whereby uncertificated teachers, who at that time constituted 56 per cent of the total teaching force, would be retained only until they had been given the opportunity of undertaking a two-year teacher-training course. In 1970, the Director of Education stated that he expected all uncertificated teachers to be trained or to be in training by December 1973. Offsetting this increase, however, was the increasing exodus of trained teachers to better paying jobs in government and in the private sector.

76. Bursaries and scholarships are awarded for overseas education and training. In 1971, 26 such awards, including 5 university places, were granted to schools in the United Kingdom, Madagascar and Canada, 10 fewer than in 1970.

77. Estimated recurrent expenditure for 1971 rose to 4.3 million rupees, compared with actual expenditure of 3.9 million rupees in the previous year, an increase of over 12 per cent. The increase was attributed to increased enrolment and capital development in vocational training. During the year, capital expenditure of 651,000 rupees, in accordance with the 1970-1974 Development Plan, was incurred for the improvement of primary school language teaching, adult education, the extension of school accommodations and the construction and equipping of a vocational training centre.

### General

78. The Territory of St. Helena, covering an area of 159 square miles, is situated in the South Atlantic Ocean and consists of the island of St. Helena and two dependencies, Ascension Island and a group of six islands (five uninhabited) forming the dependency of Tristan da Cunha. Of these islands, St. Helena is the largest, with an area of 47 square miles and a population, mainly of African, Asian and British descent, estimated at 5,056 at the end of 1971 (4,722 in mid-1968). Ascension, with an area of 34 square miles, is inhabited largely by people from outside the island, their numbers varying from year to year according to the availability of local employment (1,266 at the end of 1969). Tristan da Cunha, with an area of 38 square miles, had 276 inhabitants, also of mixed origin, at the end of 1970.

### Constitutional developments

79. Since the last general elections, held on 14 February 1968, there have been no constitutional developments in the Territory. h/

### Economic conditions

80. Owing to the limited cultivable area and the meagreness of natural resources, the island of St. Helena imports most of its food supply and all of its consumer and capital goods. The only significant export industry, consisting of flax and flax products, died out in 1966, when the world market for natural fibre, tow, rope and twine was taken over by synthetics. During 1972, the only industry consisted of a 49-member Handicraft Association which produced lace and embroidery, wood-work and fibre work. A total of 300 acres, planted with vegetables and potatoes, represented the extent of agricultural developments.

81. The island's external trade is conducted mainly with the United Kingdom and South Africa, its links to the outside world being restricted to several calls a year by ships sailing between those two countries. (A total of 41 merchant ships called at St. Helena in 1971.) In 1971, imports were valued at £403,832, of which 65 per cent derived from the United Kingdom and 27 per cent from South Africa. There were no exports during the year.

82. Owing to the decline of economic activity, St. Helena has become progressively more dependent on grants from the United Kingdom and remittances from emigrants to

g/ The information presented in this section is derived from published sources and from information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter on 12 October 1972 for the year ending 30 June 1972.

h/ See Official Records of the General Assembly, Twenty-fourth Session, Supplement No. 23 (A/7623/Rev.1), chap. IX, annex I, para. 93.



Ascension and the United Kingdom. During 1971, government revenue amounted to £702,288 (£435,000 in 1970), of which £384,000 was in the form of a United Kingdom grant-in-aid, and £55,000 in the form of development aid, which from 1 April 1971 replaced disbursements from the Colonial Development and Welfare Fund. (From 1947 to 1970, allocations under the Colonial Development and Welfare Fund amounted to £1,182,537.) Government expenditure during 1971/72 amounted to £726,034 (£482,855 in 1970).

83. As regards United Kingdom aid, on 27 October 1971, Mr. Anthony Kershaw, Parliamentary Secretary of State for Foreign and Commonwealth Affairs, stated in reply to a question in the House of Commons, that the United Kingdom Government was providing development aid and technical assistance at the rate of approximately £100,000 annually to meet current requests. The main feature of the present development programme was the improvement of the existing water supply system at a cost of £113,000 over three years. Other schemes in progress or under consideration included a breakwater for Jamestown harbour, improvement of pasturage and equipment for a new technical trades centre. Mr. Kershaw also stated that preliminary examination of the feasibility of building an airfield on St. Helena had been carried out, but no decision had been taken as regards its construction.

84. As previously noted, South African interests have recently entered certain key economic sectors of the Territory. In 1968, the South Atlantic Trading and Investment Company (SATIC) became the principal shareholder of Solomon and Company the most important trading company of the Territory. SATIC, although registered in the United Kingdom, is financed by South African capital and has South African directors. Under an agreement reached in January 1969, designed to prevent South African interests from dominating, 32,000 shares of Solomon and Company were ceded to the St. Helena Government (SATIC holds 30,000 shares); SATIC, however, is permitted to nominate four of the seven directors on the board of Solomon and Company.

85. During November 1971, there was debate in both houses of the British Parliament, concerning allegations addressed to Mr. Roy Carter, a Member of Parliament, by a St. Helenan that apartheid-like conditions had existed in St. Helena since the entry of SATIC into its economic life. The complainant, who chose to remain nameless for fear of reprisal from SATIC, was reported to have stated that since 1968 the white minority had formed a clique which was treating the islanders with paternalism and open contempt; that SATIC had failed to promote a promised fishing industry on the island; that there had been a number of cases of police brutality; and that SATIC was not producing audited accounts.

86. To redress the situation, Mr. Carter proposed that: (a) the United Kingdom Government should buy out the interests of SATIC in Solomon and Company and develop a co-operative; (b) the fishing industry should be developed; (c) a harbour should be built; and (d) a condominium should be established which would allow France and the United Kingdom jointly to administer the island, thereby doubling its income.

87. In reply, Mr. Kershaw stated that there was no evidence to support the allegations against SATIC. As regards the slow pace of economic development of the island, one of the difficulties was that, until the collapse of the flax industry in 1965, much of the land in St. Helena had been used for growing flax and now had to be cleared before other crops could be grown. As regards fishing, there was a dispute among experts whether resources for large-scale commercial fishing did in fact exist, the waters around St. Helena being so deep as to make fishing conditions extremely difficult.

88. Two other foreign-owned companies are also involved in the fishing industry in the Territory: Frank Robb and Company, which operates on St. Helena, and the South Atlantic Islands Development Corporation, which operates on Tristan da Cunha, where fishing is becoming the most important economic activity, following the construction of a harbour by the United Kingdom at a reported cost of £80,000. The latter company, which is British, registered in Bermuda and has only British directors, has built a new freezing plant on the island.

### Social and educational conditions

#### Labour

89. During 1971, the principal categories of wage earners in St. Helena were: agricultural labourers, 201; skilled and general labourers, 171; fishermen and boatmen, 20; building tradesmen and apprentices, 99; mechanics, engine and motor drivers, 1,066. There were also, as at the end of March 1972, 179 men on unemployment relief, comprising 137 relief workers (men over 60 years of age who would normally receive an old-age pension, but who are given relief work) and 42 part-time or casual workers (men under 60 who, when unable to obtain any other employment, are given two or three days' casual work per week at the rate of £1.4 per day). Also at the end of March 1972, a total of 447 St. Helenians (494 in 1971) were employed on Ascension Island in connexion with the radio communications and other facilities operated by the United Kingdom and the United States. A total of 142 persons were registered as unemployed and receiving welfare in the form of food tickets and cash payments ranging from 40 pence to £4.2 per week. Average weekly rates of pay were reported to range from £6.7 to £7.7 for agriculture and general labour; from £7.7 to £8.8 for skilled labour; and from £3.9 to £7.5 for apprentices.

90. There were no labour disputes during the year.

#### Housing

91. According to the administering Power, housing remained one of the major problems on the island during 1971/1972. During the year a total of eight new dwelling units were completed, as well as a water distribution scheme serving a limited area.

## Public health

92. In 1971/72, recurrent expenditure on medical and health services was estimated at £75,528 (an increase of £22,859 over the previous year), or 10.4 per cent of the total government expenditure. The Public Health Department maintains a 54-bed hospital, whose senior staff includes three medical officers.

## Education

93. Education is free and compulsory for all children between the ages of 5 and 14, although 14-year-olds may be exempted under certain circumstances. During 1971, 1,200 children attended school (1,140 in 1970), of whom 80 were in secondary school and the remainder in either the eight primary or three senior schools. Approximately 120 additional students were enrolled in further education classes. There were 70 full-time and 2 part-time teachers, 1 pupil teacher, 3 teachers in training abroad and one exchange teacher. Teacher training, consisting of one year of instruction followed by two years of practice teaching, is carried out by the Education Officer and his staff, supplemented by the services of tutors from United Kingdom teacher-training colleges, who come to St. Helena during their summer vacations. Since 1963, a total of 13 teachers have been sent to the United Kingdom for one-year courses, and a number of selected young teachers have been sent there to follow a three-year course leading to a Certificate in Education issued by the Ministry of Education.

94. Public expenditure on education during 1971/72 was £66,502 (£45,539 in 1970) or 23.6 per cent of total budgetary expenditure.

## Dependencies of St. Helena

95. Ascension Island and the Tristan da Cunha dependency are governed from St. Helena, but because of their remoteness and isolation, their administrators exercise a certain degree of autonomy.

96. Since 1969, there has been a limited amount of self-government on Tristan da Cunha in the form of an Island Council consisting of the Administrator, three appointed members, and eight members elected by adult suffrage. Councillors serve on three committees charged with executive powers and general supervision of government departments. In addition, one of the elected councillors, known as the Chief Islander, assists the Administrator in day-to-day affairs. The last elections were held in November 1969.

97. As mentioned earlier (see paragraph 88 above), fishing has become the most important economic activity on Tristan da Cunha. The industry is dominated by the South Atlantic Islands Development Corporation, which employs almost all the working population of the dependency. In 1970, the last year for which this information is available, the St. Helena Government received £43,173 in revenue from this concession.

98. In 1970, 48 pupils attended the one school on the island.

## ANNEX II\*

### NOTE BY THE ACTING CHAIRMAN

1. At its 908th meeting, on 24 April 1973, the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples decided that the Chairman of the Committee should bring to the attention of the administering Power for its comments or observations a telegram dated 19 March 1973 from Mr. Guy Sinon, Secretary-General of the Seychelles People's United Party (SPUP) (A/AC.109/PET.1245).

2. Accordingly, the Chairman, in a letter dated 25 April 1973, addressed to the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland, requested the comments or observations of that Government on the contents of the above-mentioned communication.

3. In a letter dated 10 May 1973, the Permanent Representative of the United Kingdom conveyed to the Chairman the comments of his Government on the matter, the text of which is reproduced below:

"I have the honour to inform Your Excellency that I have received the comments of my Government on the cable dated 19 March 1973 concerning the Seychelles from Mr. G. Sinon, a copy of which was enclosed with your letter of 25 April. They are as follows:

Section 22 of the Seychelles Order-in-Council, 1970, provides inter alia that internal security, including the police force, the government broadcasting service and newspapers and a specified number of public service matters are the responsibility of the Governor. Section 23 of the Order stipulates that a Minister 'shall not be charged with responsibility' for these matters. Power to amend or revoke the Seychelles Order, 1970, is reserved in section 75 to Her Majesty.

The Seychelles enjoy freedom of the press and full civil liberties. The general elections of 1970, held under the present Constitution, were contested on the basis of universal adult suffrage. The next elections, due to be held not later than 1976, will be contested on the same democratic basis.

"I should be grateful if you would bring these comments to the attention of the Special Committee."

---

\* Previously issued under the symbol A/AC.109/L.867.

## CHAPTER XI

### COMORO ARCHIPELAGO

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. The Special Committee considered the question of the Comoro Archipelago at its 934th to 938th meetings, between 9 and 16 August 1973.
2. In its consideration of the Territory, the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the General Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session".
3. During its consideration of the Territory, the Special Committee had before it a working paper (see annex to the present chapter), containing information on action previously taken by the Special Committee and by the General Assembly and on the latest developments in the Territory.
4. The administering Power did not participate in the work of the Committee during its consideration of the item.

#### Participation of the national liberation movement

5. In accordance with a decision taken at its previous session, and subsequently approved by the General Assembly, the Special Committee, in consultation with the Organization of African Unity (OAU), invited the representative of the national liberation movement of the Comoro Archipelago, the Mouvement de libération nationale des Comores (MOLINACO), to participate in an observer capacity in its consideration of the item.
6. Accordingly, during the consideration of the item by the Special Committee, MOLINACO was represented by its Secretary-General, Mr. Abdou Bakari Boina, accompanied by Mr. Ali Abdou El Aniou, a member of the movement. Mr. Boina and Mr. El Aniou made statements at the 934th meeting on 9 August (A/AC.109/PV.934). At the same meeting, following a statement by the Chairman, Mr. El Aniou replied to a question by the representative of the Ivory Coast (A/AC.109/PV.934). Mr. El Aniou also made a further statement at the 938th meeting, on 16 August (A/AC.109/PV.938).



7. At the 935th meeting, on 10 August, statements in the general debate were made by the representatives of Iraq, the United Republic of Tanzania and Mali (A/AC.109/PV.935).

8. At the 936th meeting, on 14 August, the Chairman informed the Committee of the receipt of a message from the Secretary-General of the Parti pour l'évolution des Comores (PEC), condemning the Paris Agreement of 15 June 1973 as contrary to the true aspirations of the Comorian people and, inter alia, requesting that a United Nations visiting mission be sent to the Territory.

9. At the 937th meeting, on 15 August, the representatives of Mali and the United Republic of Tanzania introduced a draft resolution (A/AC.109/L.901 and Corr.1), sponsored by the Congo, Mali, Sierra Leone and the United Republic of Tanzania (A/AC.109/PV.937 and Corr.1).

10. At the 938th meeting, on 16 August, the Special Committee adopted the draft resolution without objection (see paragraph 12 below), it being understood that the reservations expressed by members would be reflected in the record of the meeting. Statements were made by the representatives of Fiji, Sweden, the Union of Soviet Socialist Republics, the Ivory Coast and by the Chairman (A/AC.109/PV.938).

11. On 23 August, the text of the resolution was transmitted to the Permanent Representative of France for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

12. The text of the resolution (A/AC.109/435) adopted by the Special Committee at its 938th meeting, on 16 August, to which reference is made in paragraph 10 above, is reproduced below:

The Special Committee,

Having considered the question of the Comoro Archipelago,

Having invited, in consultation with the Organization of African Unity and through it, the representative of the Mouvement de libération nationale des Comores to participate in an observer capacity in its consideration of the Territory, and having heard the statements of its representatives, 1/

Taking note of a document entitled "Joint Declaration on the Accession to Independence of the Comoro Archipelago", 2/ containing the text of an agreement reached on 15 June 1973 between the Minister for the Overseas Departments and Territories of the Government of France and the President of the Government Council of the Comoro Archipelago,

---

1/ A/AC.109/PV.934 and PV.938.

2/ See annex, appendix II, to the present chapter.

Recalling the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in General Assembly resolution 1514 (XV) of 14 December 1960, and the programme of action for the full implementation of the Declaration, contained in General Assembly resolution 2621 (XXV) of 12 October 1970,

Convinced of the vital importance of sending a visiting mission to the Territory as a means of securing adequate and first-hand information in regard to political, economic and social conditions therein,

Mindful of the responsibility of the United Nations to render all help to the people of the Comoro Archipelago in their efforts freely to decide their own future,

1. Reaffirms the inalienable right of the people of the Comoro Archipelago to self-determination and independence in accordance with General Assembly resolution 1514 (XV) of 14 December 1960;

2. Calls upon the administering Power to take further necessary measures to ensure the full and speedy attainment of freedom and independence by the people of the Territory, on the basis of their freely expressed wishes, in accordance with the objectives of the Declaration on the Granting of Independence to Colonial Countries and Peoples and in conformity with the relevant provisions of the Charter of the United Nations;

3. Strongly affirms the national unity and territorial integrity of the Comoro Archipelago and deprecates any attempt aimed at the partial or total disruption thereof;

4. Expresses its earnest hope that, in the future the administering Power will extend its co-operation, regrettably withheld so far, to the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in the discharge of the tasks entrusted to it by the General Assembly with respect to the Territory, in conformity with the relevant United Nations resolutions;

5. Requests the administering Power to facilitate the receiving in the Territory, as soon as possible, of a visiting mission of the Special Committee for the purpose of securing adequate and first-hand information and with a view to recommending concrete measures towards the full and speedy attainment by the people of the Territory of their freedom and independence;

6. Invites all States to render all help to the people of the Territory and their national liberation movements in their efforts to achieve the objectives of the Declaration;

7. Decides to keep the situation in the Territory under continuous review.

ANNEX\*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY . . . . .	1 - 3	33
B. INFORMATION ON THE TERRITORY . . . . .	4 - 69	34
1. GENERAL . . . . .	4 - 15	34
2. CONSTITUTIONAL AND POLITICAL CONDITIONS . . . . .	16 - 49	37
3. ECONOMIC CONDITIONS . . . . .	50 - 62	47
4. SOCIAL AND EDUCATIONAL CONDITIONS . . . . .	63 - 69	51

APPENDICES

I. ADDRESS DELIVERED BY THE PRESIDENT OF THE GOVERNMENT COUNCIL IN THE CHAMBER OF DEPUTIES OF THE COMORO ARCHIPELAGO ON 17 OCTOBER 1972 . . . . .	52
II. JOINT DECLARATION ON THE ACCESSION TO INDEPENDENCE OF THE COMORO ARCHIPELAGO, READ BY MR. ANDRE BENNE OF THE EDITORIAL UNIT OF THE MINISTRY OF OVERSEAS DEPARTMENTS AND TERRITORIES OVER THE FRENCH RADIO AND TELEVISION BROADCASTING SERVICE IN PARIS . . . . .	54

---

\* Previously issued under the symbol A/AC.109/L.891 and Add.1



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

1. During 1972, the Special Committee considered the question of the inclusion of the Comoro Archipelago in the list of Territories to which the Declaration on the Granting of Independence to Colonial Countries and Peoples is applicable, in the light of a consensus adopted at its 828th meeting, on 6 October 1971. a/
2. On the basis of its consideration, the Special Committee decided to recommend to the General Assembly that the Comoro Archipelago be included in the list of Territories to which the Declaration applies. This decision is reflected in the report of the Special Committee to the General Assembly at its twenty-seventh session. b/
3. By resolution 2908 (XXVII) of 2 November 1972 the General Assembly, inter alia, approved the report of the Special Committee covering its work in 1972, including the above-mentioned recommendation.

---

a/ Official Records of the General Assembly, Twenty-sixth Session, Supplement No. 23 (A/6423/Rev.1), chap. I, para. 80.

b/ Ibid., Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. I, para. 77.

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

### 1. GENERAL

#### Physical description of the Territory

4. The Comoro Archipelago lies in the Mozambique Channel, north-west of Madagascar. The Territory has a total land area of 2,235 square kilometres and is made up of four main islands, Mayotte, Anjouan, Mohéli and Grande Comore, and a number of smaller islands. All the islands are of volcanic origin.

5. Mayotte, or Mahore, the southernmost island of the Comoros, has a total area of 374 square kilometres. Its main features are a mountain range, which lies in a north-south direction and does not exceed 650 metres in height, and two large plains located respectively in the centre and the north-east of the island. Mayotte and the small neighbouring islands are completely surrounded by a coral reef a few miles out at sea.

6. Anjouan covers an area of 424 square kilometres. Three mountain ranges converge at Mt. M'Tingui, the highest point on the island (1,575 metres). The island is scored by deep valleys and ravines. The coast is extremely steep and bordered by coral reefs.

7. Mohéli is the smallest of the four islands, with an area of 290 square kilometres. It has a central mountainous region rising to about 800 metres and a number of wide and fertile valleys and thickly wooded areas. The coastline is inhospitable owing to the numerous reefs and small islands surrounding it.

8. Grande Comore, or Angazidja, is both the largest island of the group (1,147 square kilometres) and the most northerly. It is made up of two volcanic groups located respectively in the north and the south of the island. The northern massif is a vast plateau interspersed with rounded hillocks; in the south rises Mt. Karthala, an active volcano which is the highest point on the island. The coastline has few indentations and does not provide any natural shelter. Grande Comore is the only island of the group without permanent streams or springs.

9. The Comoro Archipelago has a tropical climate. A dry, cooler season extends from May to October and a hot, rainy season from November to April. There is considerable rainfall and the temperature at sea level averages 25°C. The islands' volcanic soil gives rise to a luxuriant vegetation between sea level and 400 metres. Coconut palms, banana, mango, avocado and bread-fruit trees are common, as well as pineapple, sugar cane, coffee, cacao, cloves, vanilla, pepper and plants used in the extraction of perfume oils.

---

<sup>c/</sup> The information contained in this section has been derived exclusively from published sources.

## Population

10. The population of the Comoro Archipelago is made up of a variety of racial groups which originated in Africa, Asia and Madagascar. It is assumed that the Bantus were the first inhabitants and that they were followed by the Oimatsahas, a Melano-Indonesian people who probably arrived only shortly before the Arab invasions. Today, the Arabs, especially those of mixed blood, are particularly numerous in the urban centres of Grande Comore and Anjouan. Malagasy arrived from Madagascar in a series of migrations and invasions and are now found mainly on Mayotte. On Anjouan and Grande Comore are also found the Antalotes, descended from an intermingling of Arab, African and Malagasy peoples. There are also a number of Europeans and a small community of Ismaelian Indians.

11. According to one source, the population of the archipelago in 1970 was estimated at 281,000, distributed as follows:

Grande Comore . . . . .	136,000
Anjouan . . . . .	100,000
Mayotte . . . . .	34,000
Mohéli . . . . .	11,000

Despite continuous emigration<sup>d/</sup> from the overpopulated islands of Grande Comore and Anjouan, where the density reaches 155 inhabitants per square kilometre, the population has been increasing steadily at a yearly rate of 3.6 to 4 per cent (152,000 in 1947; 162,000 in 1951; 177,000 in 1956 and 183,000 in 1960). Should the current rate of increase remain unchanged, the population is expected to exceed 400,000 by 1990.

12. The majority of the people are Moslems of the Shafi'i rite. Kiswahili, a language derived from Swahili and Arabic, is spoken throughout the islands; French, the official language, is spoken mainly in urban areas.

## Historical background

13. The first Europeans to visit the islands appear to have been Lusitanian, followed by French and Dutch navigators at the start of the sixteenth century. At approximately the same time, Shirazi Arabs settled in the islands where they introduced Islam and founded seigniorial lines which were to dominate the country until the end of the nineteenth century.

14. In 1841, France took possession of Mayotte and, in 1886, the sultans of Mohéli, Anjouan and Grande Comore were placed under a French protectorate. In 1912, the Comoros were joined administratively with Madagascar and retained that

---

<sup>d/</sup> Although no official statistics are available, over 100,000 Comorians are believed to be currently living in Madagascar, the United Republic of Tanzania, Mozambique and France, as well as in Réunion, Mauritius and the Seychelles.

status until 1946, when they became a French overseas Territory. The islands sent elected representatives to the French Parliament and elected a General Council to manage local affairs. Under the Loi-cadre of 1956, a Government Council was created and a Territorial Assembly was given broader responsibilities under the chairmanship of an administrator representing the French Government.

15. The current status and political structure of the Territory are described below.

## 2. CONSTITUTIONAL AND POLITICAL CONDITIONS

### Status of the Territory

16. In the referendum of 28 September 1958, the Comoro Archipelago chose to retain its status as an overseas Territory within the French Republic. e/ The Territory has a personnalité juridique (juridical entity) and exercises internal self-government.

### Present structure of government

17. The present political structure of the Territory was established by an act of 22 December 1961, which was subsequently amended and supplemented by an act of 3 January 1968. f/ The institutions of the Territory are a Government Council, a Chamber of Deputies, and four conseils de circonscription (district councils).

### Government Council

18. The Government Council is composed of a President elected by the Chamber of Deputies and of the ministers appointed by him. The President of the Government Council must notify the High Commissioner of the French Republic in the Territory (see paragraphs 27-31 below) of the appointment of the ministers, as well as of the acts of the Chamber of Deputies and of the Government Council itself. He may request the annulment of acts of the Chamber of Deputies in the same way as the High Commissioner. The President of the Government Council also convenes the Council and draws up the agenda of its meetings. In the exercise of his functions, he has the power to issue regulations in all matters which are not expressly delegated to another authority. He is responsible for the internal security of the islands and has a Territorial Guard at his command.

---

e/ Article 76 of the Constitution of the Fifth Republic provided as follows:

"Article 76. The overseas Territories may keep their status within the Republic.

"If they express the wish, by formal deliberation in their territorial assembly within the time limit prescribed in the first paragraph of article 91, they become either overseas departments of the Republic or, separately or grouped together, member-States of the Community".

On Mayotte, the majority of the population voted in favour of "departmentalization".

f/ For the texts of these acts, see Journal officiel de la République française, 23 December 1961 and 4 January 1968.

19. The President delegates to individual ministers the responsibility for one or several administrative services; the ministers are responsible to the Government Council for the operation of such services.

20. The Government Council administers the affairs of the Territory and directs the operation of the administrative services for which it is responsible within the limits of its powers and competence. It prepares the territorial budget estimates and implements the acts of the Chamber of Deputies, to which it is responsible.

#### Chamber of Deputies

21. The Chamber of Deputies consists of members elected by direct, universal suffrage. The Chamber is elected as a whole every five years. The number of deputies representing each district is proportional to the size of its population, with the proviso that the least populated island must be represented by a minimum of two deputies. Each of the four main islands constitutes at least one electoral district.

22. The Chamber of Deputies establishes its own rules of procedure and elects its President. The latter must notify the High Commissioner of the Republic of the election of the President of the Government Council. The Chamber specifies the grounds, other than those prescribed by law, on which a person may be debarred from serving as a deputy. The Chamber may be dissolved by decree of the French Council of Ministers on the proposal of the President of the Government Council.

23. The Chamber of Deputies considers public matters which do not fall within the competence of the French Republic (see paragraph 32 below). It establishes rules governing, inter alia, civil procedure, the status of law officers, régime de la propriété (property régime), rights in rem, civil and commercial obligations, education, the right to work, trade union law, social welfare and customs tariffs and regulations. In addition, the Chamber establishes and designates the courts of Islamic law dealing with civil matters in respect of persons who do not have the civil status in ordinary law referred to in article 75 of the French Constitution. The Chamber also establishes and designates the courts of territorial law competent to deal with all matters or offences not within the competence of the courts of Islamic law, or of the courts dealing with matters for which the State alone is competent.

24. Under the law, the Chamber of Deputies is also entrusted with the task of approving the budget of the archipelago, which must be a balanced budget, and with closing the general finance account submitted to it at the end of the financial year by the President of the Government Council. Finally, the Chamber is responsible for voting the taxes to be levied for the territorial budget; establishing the basis of assessment and ceiling rates as well as the rules for collecting the taxes and duties earmarked for the budgets of the district councils; and laying down the rules for equalizing the resources of the territorial budget and the budgets of the districts.

## District councils

25. Each of the four main islands of the archipelago constitutes a district with its own personnalité morale (juridical entity), having the right of disposal over its own assets and resources. In each district, a local council, reflecting the wishes of the people, is elected by all citizens who have had their residence therein for at least six months in the manner prescribed by the Chamber of Deputies. Candidates for election must meet the same requirement. The membership, rules of procedure and powers of the district councils are established by the Chamber of Deputies.

26. Each council is responsible for administering the affairs of its district, including adopting the budget and determining, within the established ceiling, the level of taxes, duties and charges through which the budget is financed. District resources are drawn from: (a) returns on individual and corporate taxes and on local real estate taxes; (b) local taxes levied on income and real estate, patents and licences; (c) revenue from the public property in the district; (d) the cost of work performed and the value of services rendered by the district on its own account and (e) any other income the collection of which is authorized by the Chamber of Deputies for the benefit of the district.

## High Commissioner

27. The French Republic is represented in the Territory by a High Commissioner who is appointed by decree of the French Council of Ministers. The High Commissioner is assisted by a Secretary-General, also appointed by decree, who automatically replaces him in the event of his absence or incapacity.

28. The High Commissioner promulgates and enforces all acts and decrees applicable to the Comoro Archipelago. He is responsible for defence and external security in accordance with existing laws and regulations, supervises the legality of the acts of the local authorities and institutes the annulment procedures established in legislative and regulatory instruments. In that connexion, he may request the Minister for Overseas Departments and Territories to issue a decree, in the form of an executive order, for the total or partial annulment of any act of the local authorities, on the grounds of incompetency, excess of authority or violation of the law. g/ In such a case, the Government Council must be informed at least eight days before the matter comes before the French Council of State to which it may submit such comments as it deems pertinent.

29. If the High Commissioner considers that an act of the Chamber of Deputies or an administrative act of the local authorities is likely to jeopardize national defence, the maintenance of external security or civic liberties, he may request the Chamber of Deputies to reconsider its decision or the Government Council to review the act in question. Such a request cannot be refused.

---

g/ The same course is open to the Minister for Overseas Departments and Territories.



30. In certain cases,<sup>h/</sup> the High Commissioner and the President of the Government Council, after consultation with the Council, may proclaim a state of emergency and ensure the execution of the prescribed measures within the limits of their respective powers. The extension of a state of emergency beyond 15 days can be ordered only by a decree of the French Council of Ministers on the basis of a report from the Prime Minister and the Minister for Overseas Departments and Territories. When a state of emergency has been declared, the High Commissioner exercises the same powers as those vested by law in similar circumstances in the French Minister of the Interior and the préfets. In the event of disagreement between the High Commissioner and the President of the Government Council as to the necessity for a state of emergency, the High Commissioner may take such a step if he considers that national defence, the interests of the Republic or public order are in jeopardy.

31. The terms of reference of the High Commissioner also include the following: (a) protection of civic liberties and the individual and collective rights recognized by the Constitution; (b) conclusion of agreements governing the relations of the archipelago with neighbouring States, provided such agreements have received the prior approval of the Government Council; (c) ensuring that civil registers are kept of persons having ordinary civil status in accordance with existing laws and regulations; and (d) certification of the expenditures of the Republic.

#### Powers of the French Republic

32. Article 31 of the Act of 3 January 1968 provides that the French Republic shall retain its powers in the following matters:

- (a) Foreign affairs;
- (b) Defence (external and, if a state of emergency is proclaimed, internal security);
- (c) Currency, treasury, credit, foreign exchange and foreign trade;
- (d) Nationality, civil registration and the civil status in ordinary law referred to in article 75 of the French Constitution;
- (e) Radio and television broadcasting, without prejudice to the power of the President of the Government Council to organize and regulate programmes in the Territory;
- (f) External transport and communications (shipping, civil aviation, postal services and telecommunications);

---

<sup>h/</sup> These cases are specified in an act of 3 April 1955.



(g) Penal procedure;

(h) Matters which, on the date of the promulgation of the Act, were governed by articles 1 to 74 and 463 of the penal code in force in the Territory, offences involving criminal penalties, offences against the internal and external security of the Republic and offences relating to matters in which the Republic alone is competent under the law;

(i) The establishment and organization of courts competent to deal with cases and offences relating to matters for which the Republic alone is competent under the law.

#### Political parties

33. On 10 September 1972, during a public rally held at Morono under the chairmanship of Prince Saïd Mohammed Jaffar, then President of the Government Council, the Secretary-General of the majority party, the Rassemblement démocratique du peuple comorien (RDPC), and the representative of the opposition Union démocratique des Comores (UDC) i/ announced the proposed merger of their two parties and issued the following policy statement:

"Considering that the unity of the Comoro Archipelago is absolute and inalienable,

"Considering that international co-operation is imperative,

"The active leaders of the UDC and the RDPC, assembled this 10th day of September 1972 in general congress, declare:

"(1) That their union is a sacred and infeasible act;

"(2) That this union will be consecrated by the formation of a territory-wide party open to all Comorians without discrimination as to political label;

"(3) That the activities of this party will be focused on two objectives:

"(a) The establishment of administrative and economic structures which will enable the mass of the Comorian people to be associated, through its elected representatives at all levels, with the task of development of each island, and consequently of the Archipelago as a whole;

"(b) The accession of the Comoro Archipelago to independence in friendship and co-operation with France.

---

i/ Traditionally, RDPC and UDC have been known as the "white" and "green" parties, respectively. The RDPC is headed by Mr. Mouzaïr Abdallah; Mr. Mohamed Taki heads UDC.

"The members of the Congress once again express their confidence in the leaders of the different political groups which have taken an active part in the achievement of this union, and instruct them to take all steps necessary for the earliest possible implementation of the programme herein defined."

34. On 12 September 1972, the Parti pour l'évolution des Comores (PEC) joined the coalition. The PEC represents views similar to those of the Mouvement de libération nationale des Comores (MOLINACO), which is recognized by the Organization of African Unity (OAU), but is banned in the Territory. It has been MOLINACO's position, with respect to the present structure of government in the Territory, and more particularly with respect to the provisions of article 31 of the Act of 3 January 1968, that it is the French Government rather than the local institutions which directly governs the Territory. By delegating powers to the district councils, according to MOLINACO, France is encouraging a sense of separatism among the Comorians and deliberately attempting to establish a divided nation in the archipelago.

35. Currently outside the new union are the recently created UMMA party of Prince Saïd Ibrahim j/ and the Mouvement mahorais. Ever since the capital of the Territory was transferred from Dzaoudzi on Mayotte to Moroni on Grande Comore in the early 1960s, the Mouvement mahorais has attempted to obtain the status of an overseas département of the French Republic for Mayotte, and has opposed the integration of the island into a Comorian ensemble. Mr. Martial Henry, a former representative of the Territory to the French Economic and Social Council, is the leader of the Mouvement mahorais.

36. Also outside the union is the Parti socialiste des Comores (PASOCO), which has declined to join the coalition, although it is in favour of immediate independence.

#### Recent political developments

37. Following the death of Mr. Saïd Mohammad Cheikh, who had headed the Government since 1961, Prince Saïd Ibrahim, then President of the Chamber of Deputies, was elected President of the Government Council on 2 April 1970. Owing to policy differences, however, four ministers in the Government formed by the Prince in September of that year resigned in December, precipitating a crisis which ended in January 1971 following the collective resignation of the remaining five cabinet ministers and subsequent formation of a new Government. The new Cabinet included two members of the opposition RDPC.

38. Following the dissolution of the Chamber of Deputies at the request of Prince Saïd Ibrahim, elections were held on 6 June in which RDPC won 17 of the

---

j/ Mr. Ahmed Sohili, one of the leaders of UMMA, is reported to have stated that his party wanted "to combat the traditionalism of the greens and the adventurist approach of the whites", and aimed above all at stimulating economic and social progress in the archipelago.

31 seats of the new Chamber of Deputies. On 30 June, Prince Saïd Ibrahim was unanimously re-elected President of the Government Council. k/ The new Speaker was Prince Saïd Mohamed Jaffar.

39. On 8 July 1971 a new Government was formed in the Comoros with the following Cabinet:

President of the Government Council and Minister of the Interior	Prince Saïd Ibrahim
Health	Martial Henry
Economic Affairs	Omar Tamou
Finance	Mikidach Abdou Rahim
Equipment	Ali Soilih
Rural development	Mohamed Hasanalay
Administration and labour	Ahmed Abdou
Education	Ali Mroudjae
Environment, culture, youth and sports	Abderemane Sidi

All political viewpoints, as well as all four main islands of the archipelago, were reported to be represented in the new Government. According to reports, the new Cabinet was viewed locally as an attempt by Prince Saïd Ibrahim to preserve unity and to develop the islands equally.

40. On 16 June 1972, following a vote of censure against the Government,<sup>1/</sup> Prince Saïd Mohamed Jaffar, the leader of the opposition RDPC, was elected President of the Government Council, receiving 25 out of a possible 31 votes. A new Cabinet was formed on 19 June with the following ministers:

President of the Government Council and Minister of the Interior	Prince Saïd Mohamed Jaffar (RDPC)
Social affairs	Martial Henry (Mouvement mahorais)
Finance and economy	Ahmed Abdou (UDC)

---

k/ Prince Saïd Ibrahim had no party affiliation at that time, although he had been backed in the previous Government by the then majority UDC.

1/ Twenty-four of the 31 deputies voted against Prince Ibrahim's Government: 9 from Grande Comore; 10 from Anjouan; 4 from Mayotte; and 1 from Mohéli.

Equipment	Omar Tamou (RDPC)
Rural development	Mohamed Taki (UDC)
Civil service, labour and tourism	Abderemane Sidi (UDC)
Cultural affairs, youth and sports	Mohamed Hasanaly (RDPC)

41. Prince Saïd Mohamed Jaffar resigned on 17 October 1972 (see appendix I below). Inasmuch as none of the deputies was able to obtain the required two-thirds majority in the seven ballots permitted, the Chamber was automatically dissolved on 18 October and new elections were subsequently held on 3 December.

42. The official returns of the December elections were as follows:

Registered voters	129,069
Votes cast	105,129
Valid ballots	104,853

43. The vote according to parties was as follows:

RDPC/UDC/PEC	79,946
PASOCO	2,352
UMMA	13,021
Mouvement mahorais	9,534

44. The pattern of voting by island appears below:

<u>Island</u>	<u>No. of seats<sup>m/</sup></u>	<u>Registered voters</u>	<u>Votes cast</u>	<u>Valid ballots</u>	<u>RDPC/ UDC/PEC</u>	<u>PASOCO</u>	<u>UMMA</u>	<u>Mouvement mahorais</u>
Grande Comore	18	70,749	54,777	54,574	39,777	1,776	13,021	-
Anjouan	13	36,330	34,211	34,178	34,178	-	-	-
Mayotte	5	16,428	11,909	11,885	2,351	-	-	9,534
Mohéli	3	5,562	4,232	4,216	3,640	576	-	-

45. At its first meeting, on 22 December 1972, the new Chamber of Deputies elected Prince Saïd Mohamed Jaffar as its President, and on the same date adopted the following resolution by a vote of 34 to 5. n/

---

m/ The new Chamber of Deputies has 39 members. See appendix I below, paragraph 2.

n/ All five negative votes were cast by the Mayotte deputies.

"The Chamber of Deputies of the Comoro Archipelago, meeting in its first session... adopted the following resolution:

"Considering the will of the Comorian people to effect an evolution of their institutions,

"Considering the need to ensure better Franco-Comorian relations in future,

"The Chamber of Deputies of the Comoro Archipelago instructs the Comorian Government, together with the members of Parliament and a special delegation from the Chamber of Deputies,

"To consider and negotiate with the Government of France the accession of the Comoro Archipelago to independence in co-operation and friendship with France."

46. On 24 December, by a vote of 31 to 8, the Chamber of Deputies elected Mr. Ahmed Abdallah, representative of the archipelago to the French Senate, as President of the Government Council. o/

47. The new Cabinet, whose composition was announced on 7 January 1973, is made up as follows:

President of the Government Council	Ahmed Abdallah
Interior	Mohamed Taki (UDC)
Equipment	Saïd Athoumani (UDC)
Production	Omar Tamou (RDPC)
Finance and economic affairs	Ahmed Abdou (UDC)
Education, youth and sports	Ali Mirghane (RDPC)
Health	Saïd Ali Yousseuf (UDC/RDPC)
Public administration	Ali Mroudjae (RDPC)

The new Cabinet does not include any members from the Mayotte and Mohéli Islands.

---

o/ The negative votes were cast by the five Mayotte and the three Mohéli deputies. In view of Mr. Abdallah's election, a new representative to the French Senate will have to be appointed by the Chamber of Deputies.

48. During an official visit to the Comoros at the end of January 1972 Mr. P. Messmer, then French Minister for Overseas Departments and Territories, stated that, should the local Chamber of Deputies and Government Council expressly and in the appropriate legal manner request France to make changes in the status of the Territory, the French Government would not object to such a request. The Minister added that nothing could be done, however, without a referendum in which each island would be called upon to decide its own future.

49. On 17-18 June 1973, it was reported in the press that a joint declaration had been signed in Paris on 15 June between the French Minister for Overseas Departments and Territories, Mr. B. Stasi, and the President of the Territory's Government Council, Mr. Abdallah. Under the terms of the agreement, which reportedly followed a series of long and difficult negotiations, the people of the Territory will be consulted on the question of independence "at a date to be jointly agreed upon, within five years at the most". A document entitled "Joint declaration on the accession to independence of the Comoro Archipelago, read by Mr. André Benne of the editorial unit of the Ministry of Overseas Departments and Territories over the French Radio and Television Broadcasting Service in Paris", which has been made available to the Secretariat by the representative of MOLINACO, appears in appendix II below.

### 3. ECONOMIC CONDITIONS

50. The economy of the Comoro Archipelago has traditionally depended on export crops, particularly the production of essential oils used in the perfume industry, e.g., ilang-ilang, jasmine, lemon-grass, neroli and, to a lesser extent, on that of copra, vanilla, sisal, cacao and spices. In most cases, the production is processed locally and marketed by a few private firms, the largest of which, the Société Comores-Bambao, is reported to own approximately 7 per cent of the total land area of Grande Comore and 12 per cent of that of the other three islands, and to control 50 per cent of the Territory's production of essential oils. Other large companies include the Société de la Nioumakélé, on Anjouan; the Société des plantes à parfum de Madagascar, on Mayotte; and the Société des plantations Mirongoni et de Chiconi, on Mohéli. The remainder of the production is in the hands of small indigenous European and Réunionnais planters. The Société Comores-Bambao also plays an important role in the collection and marketing of essential oils purchased from small planters. It is reported to control 15 per cent of the copra production, especially on Mohéli, and to operate a sawmill for rare woods on Grande Comore, where it owns some 5,000 hectares of forests. In addition, the company controls a large part of the foreign trade and wholesale business in capital goods.

51. According to MOLINACO, the land area of the archipelago is distributed as follows:

	<u>Hectares</u>	<u>Percentage of total land area</u>
French Government	56,762	26
Colonial companies	95,297	42
Settlers	10,947	5
Comorians	<u>60,675</u>	<u>27</u>
Total	223,681	100

52. With a view to developing the economy of the Territory, a government-controlled company, the Société pour le développement économique des Comores (SODEC) was created in 1965 with the help of the Fonds d'investissement pour le développement économique et social (FIDES) and the Caisse centrale de coopération économique. Among other things, it has endeavoured, with limited results, to convince the islands' small planters to turn to food crops. Following efforts to diversify production, European-type vegetables have also been grown at two agricultural stations on Grande Comore and Anjouan, but production is still limited. Attempts have also reportedly been made to improve the breed of cattle (52,000 head in 1967) and to develop fishing, but available information indicates that much remains to be done in these fields.

53. In 1970, French aid to the Territory is reported to have included 6.6 million French francs in grants; 3.9 million French francs in technical assistance;



and 10 million French francs in assistance through FIDES. This assistance was scheduled to be used for modernization of agriculture; improvement of roads, ports, communications between the islands, schools and health services; provision of water supplies to villages; control of endemic diseases; and development of tourism.

54. In 1971, expenditure on technical assistance, in the form of French personnel, was scheduled to rise to some 4.9 million French francs, a 60 per cent increase over 1969. Financial assistance for the same period was to be increased to 7.6 million French francs and investments from state funds (FIDES and the budget for the overseas Territories) were scheduled to reach 11 million French francs.

55. According to press reports, the territorial budget for 1972 totalled 1,617 million CFA francs. p/ French assistance during the year was reported to have included 3.6 million French francs in technical assistance; 7.2 million French francs in direct financial assistance; and 13 million French francs in assistance through FIDES.

56. Development assistance is also given to the Territory by the Fonds européen de développement (FED). Assistance from FED for the period 1971-1975 is expected to total 22.8 million French francs.

57. In view of the archipelago's status, international bilateral or multilateral assistance to the Comoros was practically nil until 1962, when an expert from the Food and Agriculture Organization of the United Nations (FAO) came to the Territory on a 17-month mission. Another FAO expert worked in the islands from 1965 to 1968 on a water supply project. The United Nations Children's Fund (UNICEF) is also reported to have participated in an agricultural extension project.

58. According to available information, the Territory's balance of trade shows a chronic deficit. The following are the latest published import and export data:

Comoro Archipelago: Balance of trade, 1970-1971  
(metric tons and million CFA francs)

	1970		1971	
	<u>Volume</u>	<u>Value</u>	<u>Volume</u>	<u>Value</u>
Imports	42,826	2,373	54,299	2,835
Exports	12,480	1,278	12,756	1,572
Total	55,306	3,651	67,055	4,406
Balance		-1,095		-1,263

p/ The local currency is the CFA franc. In early 1972, 261 CFA francs were equivalent to approximately \$US 1.00.



59. During this period, the archipelago's principal imports and exports were as follows:

Comoro Archipelago: Principal imports and exports by value, 1970-1971  
(million CFA francs)

A. Imports

	<u>1970</u>	<u>1971</u>
Food products	857	1,071
Raw materials	403	489
Completed products	1,113	1,275

B. Exports

Vanilla	403	606
Ilang-ilang	336	352
Clove	222	269
Copra	198	206
Basil	20	49
Cinnamon	19	26
Coffee	23	16
Jasmin	18	17
Palmarosa	5	5
Other essential oils	7	10
<u>Pozzolana</u>	6	7
Sisal	6	2
Cacao	9	2

60. As reflected in the table below, countries in the franc area (essentially France and Madagascar) were the Territory's principal suppliers (72 per cent) as well as its main customers (58.7 per cent) during the two years under consideration. Other major suppliers in 1971 were Thailand, China, Japan, Italy, the Netherlands, the Federal Republic of Germany, the Belgium-Luxembourg Economic Union, the United Kingdom of Great Britain and Northern Ireland, Kenya, South Africa and the United Republic of Tanzania. During the same year, the Federal Republic of Germany, the Netherlands, the Belgium-Luxembourg Economic Union and Italy also purchased substantial amounts of the archipelago's production.

Comoro Archipelago: Import and export trade by origin and destination, 1970-1971  
(million CFA francs)

<u>Imports</u>			<u>Exports</u>	
<u>1970</u>	<u>1971</u>		<u>1970</u>	<u>1971</u>
2,002	2,042 <sup>a/</sup>	Franc area	739	923 <sup>b/</sup>
81	210	European Economic Community (EEC), except France	106	184
16	44	European Free Trade Association (EFTA)	9	6
6	8	Other European countries	5	4
114	145	Africa (except countries in franc area)	3	2
1	6	United States	347	453 <sup>d/</sup>
72	379 <sup>c/</sup>	Asia	69	-
<u>1</u>	<u>1</u>	Australia	<u>-</u>	<u>-</u>
2,373	2,835	Total	1,278	1,572

a/ Including France, 1,408 million; Madagascar, 616 million; Réunion, 10 million; and Morocco, 7 million.

b/ Including France, 712 million; and Madagascar, 209 million.

c/ Including Thailand, 310 million; China, 34 million; Japan, 19 million; and Hong Kong, 11 million.

d/ In 1971, the United States purchased 74 per cent of the archipelago's production of vanilla. The Territory's external trade shows a deficit in all monetary areas except the dollar area, for which the surplus in 1971 was 447 million CFA francs.

61. In early 1971, the Comoros had no direct air link with France and all international air traffic had to go through Tananarive or Dar es Salaam. Inter-island air connexions were provided by a private company (Air Comores) and each of the four main islands was reported to have an airfield. A new airport capable of handling jet aircraft is reported to be under construction at Moroni. Sea links with Europe are currently provided irregularly by two shipping companies <sup>g/</sup> calling at Moroni on Grande Comore and at Mutsamudu on Anjouan. The closing of the Suez Canal is reported to have seriously curtailed sea traffic and to have increased the isolation of the islands.

62. In February 1972, the Territory had 94 kilometres of tarred roads (40 on Anjouan, 44 on Grande Comore and 10 on Mayotte), and several hundred kilometres of other roads. There is no railway.

<sup>g/</sup> Nouvelle Compagnie havraise péninsulaire and Scandinavian East Africa Line.

#### 4. SOCIAL AND EDUCATIONAL CONDITIONS

63. Very limited information is available concerning social and educational conditions in the Territory.

##### Labour

64. It was reported in 1971 that 92 per cent of the active population was engaged in agriculture and that the number of wage earners with regular employment did not exceed 11,000. Over-population on two of the islands and lack of employment opportunities appear to be the source of what is said to be a serious unemployment problem throughout the Territory.

65. The minimum hourly wage at the beginning of 1971 was reported to be 16.95 CFA francs. r/ According to press reports, there are no trade unions and the French system of social security is not in effect in the Territory.

##### Health

66. In 1965, the Territory was reported to have 2 main medical centres, 4 smaller hospitals, 35 dispensaries, 10 maternity clinics and 2 isolation wards. According to a press report, the archipelago had 12 physicians in 1970, s/ several of whom were technical assistance volunteers. Available information indicates that the Territory suffers from a chronic shortage of medical supplies, including medicines.

##### Education

67. According to available information, primary education in the Territory is given in 78 state schools and one private Roman Catholic school. The total enrolment in 1968 was 11,812. Secondary education is provided by the Moroni lycée and by its two annexes at Mutsamudu on Anjouan and Dzaoudzi on Mayotte. However, the complete seven-year secondary programme is offered only at Moroni. In 1968, secondary school enrolment totalled 883.

68. In addition to attending public schools where education is given in French, the majority of Comorian students also attend Koranic schools where education is given mainly in Arabic.

69. An estimated 25 per cent of the school-age population reportedly attended school in 1971.

---

r/ According to press reports, one kilogramme of rice cost 85 CFA francs.

s/ In 1970, the Territory had an estimated population of 281,000.

Appendix I

ADDRESS DELIVERED BY THE PRESIDENT OF THE GOVERNMENT COUNCIL  
IN THE CHAMBER OF DEPUTIES OF THE COMORO ARCHIPELAGO, ON  
17 OCTOBER 1972

1. At the last special session, you took two important decisions.
2. The first was to increase the membership of your Assembly from 31 to 39, in order to take account of population growth and to effect a better distribution of seats among the four islands. Henceforth, Grande Comore will be represented by 18 deputies, Anjouan by 13, Mayotte by 5 and Mohéli by 3, and this will have no budgetary implications because the necessary funds have been obtained by reducing your salaries and those of the members of the Government.
3. The second decision, calling for elections to be held before the regularly scheduled date, is a more significant one. You took that decision because you felt that the present Chamber no longer reflected prevailing opinion in the islands and, above all, because you felt that the events of the last few months made it essential to consult the people in order to secure confirmation of the policies decided upon by your principal leaders.
4. When, on 16 June 1972, I was entrusted with the responsibility of leading a coalition Government, you gave me the task of demonstrating in practice that such a coalition was viable, that it reflected the wishes of the people and that it gave concrete expression to our desire for harmonious political, economic and social development. I believe that that task has now been accomplished and that demonstration provided.
5. On 10 September, the leaders of the Union démocratique des Comores (UDC) and the Rassemblement démocratique du peuple comorien (RDPC) in the four islands, assembled in general congress, proclaimed a sacred, unshakable union and called for the islands to continue their advance towards the attainment of independence in conditions of friendship and co-operation with France.
6. Members of the Chamber, in keeping with your wishes and my conviction, I shall therefore proceed, according to law, to dissolve your assembly by placing my mandate in your hands.
7. The resulting elections will, I am certain, attest to this country's profound desire for unity. It is true that we are made up of four islands, that we have differences of opinion and that it is necessary for our institutions to be set up on a regional basis, but, over and above our differences, there is a single Comoro Archipelago which wishes to take its place in the modern world, joined together freely in a common desire for progress.
8. The process of evolution called for by the resolution of 10 September 1972 does not imply isolation, withdrawal or the abandonment of our fine traditions; on the

contrary, it means construction and establishing in harmony with France an institutional framework capable of providing the necessary conditions for an authentic flowering of the Comorian personality.

9. Today more than ever before, the Comoro Archipelago, at the turning point in its history, must choose the path it wishes to follow. I hope with all my heart that the path chosen will be the best one, i.e., the one that leads us to progress and sovereignty.

10. I cannot conclude my remarks without expressing gratitude to the members of Parliament, the local elected officials, the prefects and sub-prefects, the members of my Government and the High Commissioner of the Republic and his Cabinet, who, each in his own sphere of activity and competence, have done their best to make my task easier.

11. I should like to address a word to those who elected you.

12. My beloved fellow countrymen, during my visits to Grande Comore, Anjouan and Mohéli, you made it clear that the movement for general reconciliation in the islands had your full support. By your enthusiasm and your warm welcome, you demonstrated to everyone your confidence in your elected officials and in the Comorian Government. Your welcome touched me deeply, and I assure you that the memory of it will remain with me.

13. I wish to extend my apologies to my fellow countrymen on Mayotte. Time and circumstances prevented me from coming to visit you, but the confidence in me which your elected officials demonstrated when they joined with the deputies from the other three islands on 16 June to invest me in office will always remain engraved in my heart.

14. I beg you to accept my resignation.

LONG LIVE THE COMORO ISLANDS!

## Appendix II

### JOINT DECLARATION ON THE ACCESSION TO INDEPENDENCE OF THE COMORO ARCHIPELAGO READ BY MR. ANDRE BENNE OF THE EDITORIAL UNIT OF THE MINISTRY OF OVERSEAS DEPARTMENTS AND TERRITORIES OVER THE FRENCH RADIO AND TELEVISION BROADCASTING SERVICE IN PARIS

1. Following the resolution of 23 December 1972, whereby the Chamber of Deputies of the Comoro Archipelago expressed the Territory's desire to accede to independence in friendship and co-operation with France, the Government of the French Republic, faithful to its tradition, affirmed the fitness of the Comoro Archipelago for independence.

2. In order to prepare the Comorians to exercise the responsibilities pertaining to independence, it was agreed between Mr. Bernard Stasi, Minister for Overseas Departments and Territories, representing the Government of the French Republic, and Mr. Ahmed Abdallah, President of the Government of the Comoro Archipelago and head of the Comorian delegation, that arrangements would be made for the accession to independence and for the period of transition that would precede it in accordance with the following procedure:

#### 1. Accession to independence

3. Accession to independence shall follow a consultation of the population of the archipelago, at a date to be jointly agreed upon within not more than five years from the date of signature of the present declaration. The consultation of the people for the purpose of deciding on the Territory's independence shall, assuming a positive response by the electorate, have the effect of vesting in the Chamber of Deputies of the Territory in office on that date, the powers of a constituent assembly, and of vesting in the President of the Government the powers of head of State. The Chamber of Deputies shall then draw up the new State's constitution, which shall uphold the rights and interests of the regional bodies and be subject to popular ratification. Relations between the French Republic and the Comoro Archipelago shall then be governed by co-operation agreements. During the period of transition, annual talks shall be held alternately in Paris and Moroni between representatives of the Government of the Republic and the Government of the Comoro Archipelago, with a view to evaluating how the arrangements prescribed for this period are to be carried out.

#### 2. Transfer of powers

4. During the period of transition, the powers of the State shall be exercised by the President of the Government and the Comorian authorities, in accordance with the following procedures, subject to those set forth under section 3 below.

## Finance

### (a) Treasury

5. The Treasurer/Paymaster-General shall be appointed with the agreement of the President of the Comorian Government. The Treasury shall use the period of transition to set up within its own ranks, at the purely book-keeping level as well as at the level of long-term organization and personnel training, an appropriate structure which, in due course, shall form the basis of the Comorian Treasury. The Comorian authorities shall determine at what time the powers relating to financial and territorial control are to be transferred from the Treasurer/Paymaster-General, who exercises them at the present time. It shall then be their responsibility, as appropriate, to vest them in an official of their choice.

### (b) Foreign trade

6. Programmes for the Territory's supply of foreign exchange shall be prepared directly by the territorial authorities. The latter may participate, through a representative, in the final formulation of such programmes by the competent commission of the Ministry of Economy and Finance.

### (c) Currency

7. The Comoro Archipelago reaffirms its desire to remain within the franc area. A Comoro Archipelago bank shall be established, with its head office at Moroni. This institution shall, inter alia, be responsible for the issue of currency in the Comoro Archipelago.

## Financial assistance

8. Authority at the local level for the expenditure of funds obtained from the Fonds d'investissement pour le développement économique et social (FIDES) shall be delegated to the President of the Government. One half of the annual grant allocated by FIDES to the Comoro Archipelago shall constitute a local fund for programmes to be drawn up by the Comorian Government. The representative of the French Republic shall, in respect of the other half of the annual grant from FIDES exercise the powers vested in the Chief of the Aid and Co-operation Mission of the French Republic for the apportionment of expenditures.

## Education

9. The Chief of the Educational Service shall have the rank of Vice-Chancellor. He shall be appointed by the President of the Comorian Government upon submission



of a list of qualifications prepared by the Minister of National Education. He shall be responsible, in discharging his functions, to the Minister of Education of the Comoro Archipelago. He shall have authority over all primary, secondary and technical establishments.

#### Assistance in terms of civilian and military personnel and training

10. Appointments, transfers and releases of civilian and military technical assistance personnel shall be effected in accordance with the procedures applicable to the personnel of aid and co-operation missions. This provision shall not apply to technical assistance volunteers serving overseas under the National Service Act. The Government of the French Republic shall promote the initial and long-term training of Comorian cadres.

#### Maintenance of order

11. Mobile police brigades and squads shall be placed, so far as their official duties are concerned, under the permanent and direct authority of the President of the Comorian Government.

#### Judicial system

12. The Director of Legal Services shall be responsible for the administration of the legal services and for liaison between the authorities of the State of the Comoro Archipelago and the various courts. He shall be attached to the Office of the President of the Government who shall appoint him on the nomination of the Keeper of the Seals. The Ministry of Justice shall promote the training of Comorians to carry out legal functions by admitting Comorian trainees to the special course of the Ecole Nationale de la Magistrature. It shall ensure the participation of Comorians in the operation of the courts through the admission of assessors, even those without law degrees, to territorial courts in an advisory capacity, and of Comorian acting judges, with law degrees, who are at least 25 years of age, and shall establish state courts in the Comoro Archipelago.

### 3. Participation in the exercise of state powers

13. During the period of transition, the Comorian Government shall participate in the exercise of state powers in the following manner:

#### Defence

14. The President of the Comorian Government shall be kept informed of the measures taken to ensure the external security of the archipelago.

## Foreign relations

15. The Government of the French Republic shall organize, in the various services of the Ministry of Foreign Affairs, training courses for Comorian officials destined for the diplomatic service. It shall provide for the access of Comorian officials to certain embassies or permanent delegations to international organizations. Such officials shall enjoy diplomatic status.

16. The Government of the French Republic shall include Comorian officials in French delegations to international meetings.

17. In international negotiations affecting the interests of the archipelago, the Government of the French Republic shall ensure co-ordination between the Ministry of Overseas Departments and Territories and the Comorian authorities.

18. The Comorian Government shall have the right to deal directly with third countries in trade negotiations which concern the Comoro Archipelago exclusively, do not involve the interests of the French Republic and are not inconsistent with the operational rules of the franc area.

19. The Comorian Government may send representatives to international meetings to which it may be invited. The authorities of the French Republic shall be informed thereof.

## Appointment of the representative of the Republic

20. The representative of the French Republic in the Comoro Archipelago shall be appointed after consultation with the President of the Comorian Government. He shall be assisted by a deputy (the only person authorized to deputize for him) appointed by the same procedure. The High Commissioner shall assume the title of Delegate-General of the Republic.

## Civil aviation

21. The head of the Civil Aviation Service shall be appointed by the Minister of Transport, with the agreement of the President of the Comorian Government. The head of the Civil Aviation Service shall inform the Comorian Government of the orders and instructions he receives from his central administration concerning the entire state service for which he is responsible. The head of the Civil Aviation Service shall be responsible, under the direct authority of the Comorian Government, for all activities within the jurisdiction of the local civil aviation service and, in particular, those concerning inter-island links. He shall ensure the participation of the Comorian authorities in projects and decisions concerning the general policy of the service. The Comorian Government shall take part in all negotiations concerning air transport bound for the Comoro Archipelago. The Government of the French Republic shall undertake to train up to international standards Comorian personnel intended for the future operation of the Civil Aviation Service. To this end, the Comorian Government shall each year appoint four nationals with general training of the appropriate level.

## French Radio and Television Broadcasting Service

22. The Director of the local service shall be appointed by the President and General Manager of the French Radio and Television Broadcasting Service with the agreement of the President of the Government.

### 4. Regionalization

23. During the period of transition and in order to promote the unity of the archipelago, currently governed by Act No. 1412 of 22 December 1961 as amended and supplemented by Act No. 68-04 of 3 January 1968, a regionalization policy shall be put into effect, whereby the rights and interest of the regional bodies shall be promoted.

### 5. Honours and precedence

24. On the occasion of his official visits to France, the President of the Comorian Government shall be received with the honours reserved for Heads of Government. In the Comoro Archipelago, the President of the Comorian Government shall take precedence over the representative of the French Republic at official ceremonies.

25. The necessary legislative and statutory action for implementing the provisions laid down in section 2 et seq. of the present declaration shall be taken before the end of the year 1973.

The Minister for Overseas  
Departments and Territories

The President of the  
Comorian Government

## CHAPTER XII

### SPANISH SAHARA

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. The Special Committee considered the question of Spanish Sahara at its 912th, 927th, 928th and 930th meetings, between 14 May and 2 August 1973.
2. In its consideration of the Territory, the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the General Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session". The Committee also took into account the provisions of General Assembly resolution 2983 (XXVII) of 14 December 1972 concerning the question of Spanish Sahara.
3. During its consideration of the Territory, the Special Committee had before it a working paper (see annex I to the present chapter), containing information on action previously taken by the Special Committee and the General Assembly, and on the latest developments concerning the Territory. The Special Committee also took into account a letter dated 13 March 1973 addressed to the Secretary-General by the Minister for Foreign Affairs of the Government of Morocco relating to the question. 1/
4. The representative of the administering Power participated in the work of the Committee during its consideration of the item.
5. At its 912th meeting, on 14 May, the Chairman informed the Special Committee that the Permanent Representative of Morocco to the United Nations had requested that the question of Spanish Sahara be considered by the Committee as soon as possible and that his delegation be permitted to participate in the Committee's consideration of the item (A/AC.109/PV.912). At the same meeting, the Committee decided to accede to the request of the Permanent Representative of Morocco to participate in its consideration of the item.
6. Subsequently, at its 927th meeting, on 2 July, the Special Committee decided

---

1/ The communication referred to was transmitted in a note verbale dated 16 March 1973 from the Secretary-General addressed to the permanent missions of the States Members of the United Nations.

to accede to two further requests, from the delegations of Mauritania and Algeria, to participate in the consideration of the item.

7. The discussion on the item took place at the 927th and 928th meetings, on 2 and 5 July. At the first of these meetings, statements were made by the representatives of Morocco, Algeria, Mauritania, Spain, the Chairman and the representative of Australia (A/AC.109/PV.927). At the 928th meeting, statements were made by the representatives of Algeria, Mauritania, Spain, Mali, the Congo and by the Chairman (A/AC.109/PV.928).

8. On 18 July, a letter dated 12 July 1973 from the Deputy Permanent Representative of Spain to the United Nations addressed to the Secretary-General relating to the question was circulated to members of the Special Committee (see annex II, to the present chapter).

#### B. DECISIONS OF THE SPECIAL COMMITTEE

9. At the 930th meeting, on 2 August, following statements by the representative of Mali, the Chairman, and by the representatives of the Ivory Coast and Iraq (A/AC.109/PV.930 and Corr.1), the Special Committee decided to postpone consideration of the question of Spanish Sahara pending conclusion of the consultations among the Member States directly concerned.

10. At the same meeting, the Special Committee decided to transmit to the General Assembly the working paper referred to in paragraph 3 above in order to facilitate consideration of the item by the Fourth Committee. In taking that decision, the Special Committee once again emphasized the urgent necessity that all steps should be taken without further delay to enable the people of the Territory to exercise their inalienable right to self-determination in conformity with the provisions of General Assembly resolution 1514 (XV) of 14 December 1960. In the same connexion, the Committee decided to indicate to the General Assembly that the administering Power should be urged to take immediate steps to receive the United Nations mission as envisaged in paragraph 5 of resolution 2983 (XXVII).

Annex I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY . . . . .	1 - 2
B. INFORMATION ON THE TERRITORY . . . . .	3 - 38
1. GENERAL . . . . .	3 - 4
2. CONSTITUTIONAL AND POLITICAL DEVELOPMENTS . . . . .	5 - 21
3. STRUGGLE FOR LIBERATION . . . . .	22 - 23
4. MILITARY ACTIVITIES . . . . .	24
5. ECONOMIC CONDITIONS . . . . .	25 - 35
6. SOCIAL AND EDUCATIONAL CONDITIONS . . . . .	36 - 38
7. MAP OF SPANISH SAHARA	

---

\* Previously issued under the symbol A/AC.109/L.876.

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

1. The Territory of Spanish Sahara has been considered by the Special Committee since 1963 and by the General Assembly since 1965. The Special Committee's decisions concerning the Territory are set out in its reports to the General Assembly at its nineteenth and twenty-first to twenty-seventh sessions. a/

2. The text of General Assembly resolution 2983 (XXVII) of 14 December 1972 concerning Spanish Sahara has been made available to members of the Committee.

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

1. GENERAL

3. Situated on the Atlantic coast of Africa and bordering on Morocco and Algeria in the north and Mauritania in the south and east, Spanish Sahara covers an area of about 280,000 square kilometres, most of which is desert or semi-desert.

4. According to the Boletín Oficial de la Provincia del Sahara of 15 September 1971, the total population of the Territory at 31 December 1970 was 76,425, of whom 24,048 lived in El Aaiún, the capital, and 6,692 in Villa Cisneros. According to the movement of national resistance for the liberation of the Territory, nearly 600,000 refugees from Spanish Sahara are living in the neighbouring countries of Algeria, Mauritania and Morocco.

2. CONSTITUTIONAL AND POLITICAL DEVELOPMENTS

Constitutional arrangements

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

---

a/ For the most recent, see Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1), chap. IX, paras. 8 and 9; ibid., Twenty-sixth Session, Supplement No. 23 (A/8423/Rev.1), chap. X, para. 5; ibid., Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XII, para. 5.

b/ The information contained in this section has been derived from published sources and from information transmitted to the Secretary-General by Spain under Article 73 e of the Charter of the United Nations on 1 July 1972 for the year ending 31 December 1971.



6. There is a two-tier structure of local government, consisting of the Cabildo Provincial with territory-wide jurisdiction and, on a lower level, two municipal councils (for El Aaiún and Villa Cisneros) and two local councils (for Semara and La Güera). Beyond the urban areas, each "nomadic section" possesses a council, or yema'a (also known as "djemaa").

7. The Cabildo Provincial has 14 members, of whom two represent the municipal and local councils, six represent the nomadic councils (yema'as) and six represent corporative entities such as industrial, commercial, cultural and professional organizations. These corporative entities also play a part, together with heads of families, in the election of members of the municipal and local councils. Each of the municipal councils is headed by an alcalde (mayor) but the number of members varies. In El Aaiún, the council has 13 members, including the mayor; in Villa Cisneros there are 9; and each of the local councils of Semara and La Güera has 5 members, including the mayor. The nomadic councils vary in size and each is composed of the traditional tribal leaders and a number of counsellors proportionate to the number of heads of families in the section.

8. Apart from the local government organs described above, there is a territory-wide General Assembly (also called Yema'a), created by a decree of 11 May 1967. The Yema'a is composed of tribal chiefs and 40 representatives elected by the tribal or nomadic units of the Territory. The president of the Cabildo Provincial and the mayors of El Aaiún and Villa Cisneros are also members of the Yema'a. According to the terms of the decrees, the functions of the Yema'a are to advise on matters affecting the Territory, particularly those concerning economic and social development. The Yema'a normally meets every two months, but the Governor-General and the president of the Yema'a, supported by one third of its membership, have the power to summon extraordinary occasions on urgent matters.

9. As reported previously, the last elections to the Yema'a were held in January 1971. The various tribes in the Territory were represented as follows:

<u>Tribe</u>	<u>Members</u>
R'gheba Sahel	9
Izarguien	5
Ait Lahsen	2
Arosien	2
Ulad Delim	5
Ulad Tidrarin	3
Northern	1
Charfas	1
Southern	1

10. At the first meeting of the newly elected Yema'a in February Messrs. Jatry Uld Said Uld Yumani, of the R'gheba tribe, and Baba Uld Hassena Uld Ahmed Baba, of the Ulad Delim tribe, were elected President and Vice-President. The Yema'a subsequently set up nine commissions to deal with the following: education, agriculture, stock raising, health, trade, housing, public works, wells and watering places and tourism. Each commission consists of 9 to 12 members.

### New legislative measures

11. By Decree No. 2349/1972 of 19 August, the Spanish Government introduced certain administrative and judicial changes to meet the needs of the changing pattern of population in the Territory, particularly the expansion of the urban areas. The new legislation provides for the judicial reorganization of the Territory to correspond with that of Spain: justices of the peace, municipal and regional tribunals and a territorial tribunal.

12. By a government order dated 1 December 1972, the General Secretariat of the Development Administration was reorganized into sections as follows: Technical Office; Staff and General Matters; Internal Policy; Information; Marine Fisheries; Mining and Industry Services; Central Telecommunications Service; Cultural Relations; and Archives, Library and Documentation on Africa.

13. Commenting on these moves, the Permanent Representative of Morocco to the United Nations, in a communication to the Secretary-General dated 13 March 1973, stated that these measures "increased the Territory's administrative and institutional dependence on the metropolitan authority".

14. The trade union daily, Información de Magreb of Morocco, said that the decree was a "manoeuvre designed to abort the independence of the Territory". The paper went on to say that self-determination of the Territory could be authentic only if the Territory was declared independent first, and that any referendum within colonial structures would only be a manoeuvre aimed at a modified form of colonialism.

### Declaration by the Yema'a

15. In February 1973, it was reported that the General Assembly of the Sahara, the Yema'a, had sent a declaration to the head of the Spanish State on 20 February expressing the aspirations of the population. In its declaration, the Yema'a declared its determination "to reject all attempts by outside parties to interfere in its internal affairs over which it has sole competence; that only the people of the Sahara have the right to determine their future without outside coercion or interference" and "... that the security and integrity of its territory and population must be guaranteed at all times if the people of the Sahara are to exercise their right of self-determination and to secure greater participation in the administration of the Territory". The Yema'a requested the head of the Spanish State to ensure that "... existing legal institutions are gradually developed in order to secure greater participation by the people of the Sahara in the functions and responsibilities relating to the internal administration of their territory" and "that the supreme authority of the people of the Sahara continues to be vested in the Spanish Chief of State and... Spain continues to represent the Sahara on the international level and to guarantee its territorial integrity and the protection of its frontier".

16. Following the publication of the declaration, the Permanent Representative of Morocco to the United Nations in his letter of 13 March (see para. 13 above) described the declaration of the Yema'a as an action by which Spain "flout~~ed~~" its own commitments and the numerous international resolutions (including Assembly resolution 2983 (XXVII) of 14 December 1972". Further, Morocco considered that these actions constituted a continuation by Spain "on its unilateral course, undertaking new actions and measures, both administrative and political, in order to maintain and consolidate its dominion over the Territory".

17. Late in February, the Spanish Ambassadors to Morocco and Algeria were reported to have transmitted the declaration of the Yema'a to the two Governments for their information. On 27 February, the Algerian press reported that when presented with the text of the declaration, the Algerian Minister of Foreign Affairs had reminded the Spanish Ambassador of the position of Algeria and other countries of the area on the question of Spanish Sahara.

18. On 10 April, the Permanent Representative of Spain to the United Nations addressed a communication to the Secretary-General by which he transmitted the text of the declaration and the reply of the Spanish Chief of State, dated 6 March, to the President of the Yema'a. In his reply, General Francisco Franco stated, inter alia, that he had instructed his Government "to study /the declaration/ with the utmost diligence and to propose appropriate measures" which he would "soon transmit to the /Sahara's/ General Assembly for its comments and suggestions". Up to the middle of June 1973, no information had been received on the results of this study.

19. It will be recalled that, in order to ensure a common approach to the question of Spanish Sahara, there had been several rounds of consultations between the three North African countries concerned. In September 1972, for instance, following consultations between the Foreign Ministers of Mauritania and Morocco at Nouakchott, a joint communiqué was issued in Rabat in which the two countries stated that they would continue their efforts to bring about the speedy decolonization of Spanish Sahara. c/ Since the new developments, further consultations have taken place.

20. In early May 1973, another conference was held between the Foreign Ministers of Algeria, Mauritania and Morocco to consider, among other things, "the evolution of the situation in the Sahara still under Spanish domination". In the communiqué issued after the meeting, the Foreign Ministers denounced the dilatory manoeuvres of the Spanish Government by which it was seeking to escape its obligations to implement the United Nations decisions. They reaffirmed the will of their Governments to hasten the authentic decolonization of the Territory. According to the communiqué, a meeting of the three heads of State would also be scheduled to define a plan of action.

---

c/ For a summary of earlier co-ordinative efforts between Morocco, Mauritania and Algeria with regard to regional issues, including Spanish Sahara, see Official Records of the General Assembly, Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XII, annex, paras. 13-14.

21. In May 1973, the Council of Ministers of the Organization of African Unity (OAU) adopted a resolution on Spanish Sahara. d/ In that resolution the Council of Ministers, among other things, denounced the dilatory manoeuvres of the Spanish Government by which it sought to avoid the obligations incumbent upon it and the implementation of the relevant decisions of international bodies in order to prolong a situation fraught with risks of tension to the region; expressed its complete solidarity with the people of the Sahara under Spanish administration; called once again upon Spain to create the climate of political freedom necessary for a genuine expression of the will of the people; and urged the United Nations to assume without delay its responsibilities with regard to this problem, by ensuring the rapid application of the procedure laid down in the relevant resolutions for the total decolonization of the region.

### 3. STRUGGLE FOR LIBERATION

#### National liberation movement

22. According to a report in Le Monde, the liberation movement of the Spanish Sahara, known as the Mouvement de résistance des Hommes bleus (MOREHOB), a name which owes its origin to the blue clothing they wear, was established in Morocco over two years ago under the leadership of Mr. Eduardo Moha. The goal of MOREHOB is to evict Spain from Spanish Sahara, and it has announced its intention of organizing the people in the Territory and training commandos for this purpose. In March 1973, MOREHOB established its headquarters in Algiers.

#### Reported incidents

23. As a result of the action taken by the Spanish Government in July 1972, whereby all stories about Spanish Sahara are considered as "classified information", e/ there is little news of developments inside the Territory. Occasionally, however, accounts of clashes between Spanish troops and the local population have filtered out. In March 1973, for instance, opposition sources in Madrid were said to have circulated unconfirmed reports of an alleged massacre in Spanish Sahara. It was claimed that Spanish troops had opened fire during a demonstration at El Aaiún in February and that 60 persons had been killed. A spokesman for the Spanish Foreign Ministry denied the report.

### 4. MILITARY ACTIVITIES

24. According to press reports General Díez Alegría, Spanish Chief of Staff, visited Spanish Sahara in January 1973. During his visit he made a tour of inspection of the El Aaiún area and the phosphate mines in Bu-Craa, as well as Semara, where he is said to have presided at military manoeuvres by Spanish army units stationed in the area. He was also reported to have visited the people of Mahbes and Guelta Zemmur area and the military establishment there.

---

d/ CM/Res.301.

e/ Ibid., para. 17.

## 5. ECONOMIC CONDITIONS

25. Interest in Spanish Sahara has grown with the discovery in recent years that it possesses a huge subterranean fresh-water lake and vast deposits of phosphate (see below). Recent information on these resources as well as other aspects of the economic situation in the Territory are summarized below.

### Underground lake

26. Located by geologists in 1964 nearly 1,400 feet underground, the lake which is some 60 miles long and from 30 to 200 feet deep is said to be the world's largest subterranean fresh-water lake. It is hoped that the water may one day transform the arid region into an agricultural area.

### Phosphates

27. Discovered in 1947, the phosphate deposits are located at Bu Craa, about 100 kilometres inland from the port of El Aaiún. The reserves are estimated to be around 1.6 thousand million tons with an average quality of 31 per cent pure phosphate, one of the highest levels of yield in the world.

28. Following extensive surveying and drilling by the Instituto Nacional de Industria (INI) of Spain, which discovered the deposits, and unsuccessful negotiations with a number of United States and European interests, the development of the phosphate deposits was entrusted to the Spanish State-controlled Empresa Nacional Minera del Sahara (ENMSA) and long-term credit was obtained through a number of foreign firms which contracted for the necessary machinery and works. A company, Fosfatos de Bu Craa SA. was formed with a capital of 5 thousand million pesetas. f/ The company is wholly owned by INI. According to newspaper reports, foreign firms involved in the development of the Bu Craa phosphates include Krupp (Federal Republic of Germany); Strabag (Federal Republic of Germany); Mersent (France); Compagnie générale d'entreprises électriques (France); and Compagnie européenne de télétransmissions (France).

29. Output is expected to reach 3 million tons per year during the first phase of production and 5 million tons per year during the second phase. In the third phase, output is expected to be stabilized at 10 million tons annually. It is reported that this production rate could be maintained for 150 years. Investments in these deposits are estimated at 20 thousand to 25 thousand million pesetas. According to reports, the total investment can be amortized in a decade.

30. An initial trial shipment of 6,000 tons of phosphate has been sent to Japan, where it is being tested. Another shipment was sent to Huelva, in south-western Spain, where a phosphoric acid complex is being constructed.

---

f/ 68.91 Spanish pesetas equal \$US 1.00.



31. According to available information, five projects are involved in connexion with the exploitation of the deposits, as follows: (a) the process of extraction by a 2,200-ton earth mover, (b) the construction of a conveyor belt for the ore linking Bu Craa with the shore installations over a distance of 100 kilometres. The belt has a transport capability of 2,000 tons; at a rate of four metres per second; (c) a power plant equipped with three Diesel complexes with capacities of 15 Mva (Megavolt amperes) and a steam-powered complex with a capacity of 25 Mva for the concentration of the mineral. There is also a multi-flash desalinization plant with a capacity of purifying 3,500 cubic metres of sea water daily; (d) a silo with a storage capacity of 300,000 tons of commercial phosphate serviced by two conveyor belts each with a transport capacity of 2,000 tons per hour; and (e) a wooden docking pier, a loading platform which can accommodate ships of 100,000 tons, and two others for ships up to 60,000 tons.

#### Public finance

32. Budget estimates for the calendar year 1971 were 1 thousand million pesetas. The principal items of revenue were: direct taxes, 25 million pesetas; indirect taxes, 85 million pesetas; and post office, telecommunications and hospitals, 18 million pesetas. The principal items of expenditure were: wages and salaries, 383 million pesetas; goods and services, 108 million pesetas; and pension, welfare and other expenditures, 33 million pesetas.

#### Animal husbandry and fishing

33. The animal wealth of the Spanish Sahara was reported in 1969 as follows: 56,200 camels; 145,400 goats; 18,000 wool-bearing animals; 2,400 donkeys; 400 zebus; 200 pigs; and 3,200 others.

34. Fishing is reported to be one of the most productive economic activities in the Territory. During 1969, 6,661 tons of fish were landed, valued at 518 million pesetas.

#### Water supplies

35. Before 1960, there were approximately 130 watering points in the Territory. Most of these were simple wells not more than three metres deep producing water with a high degree of salinity. At that time, the only permanent water sources providing adequate quantities were those at Aaiún Gandus, El Farsia, and Maatal-lah y Semara, and the average yield of water per day from all sources amounted to 1,130 cubic metres. The watering points have since been improved and, by 1970, the average depth of the wells had been increased to 91 metres and the permanent water sources were producing over 50,000 cubic metres of water daily.

## 6. SOCIAL AND EDUCATIONAL CONDITIONS

### Public health

36. According to information transmitted by the administering Power for 1971, the following health facilities were available at El Aaiún: a general hospital, a mobile dispensary and a dispensary for women. There was also an infant care centre at Semara. In addition, there were dispensaries at Semara, La Güera, Auserd Saora, Echdeiría, Mahbes, Cabo Bojador and Aargub; a hospital and a mobile dispensary at Villa Cisneros; and two sanitary posts, one at Hagunía y Edchera and one at Bir Enzaran y Tichla.

37. During 1971, there were 26 doctors, 25 assistant health technicians, 2 midwives, 44 health workers and 22 mission nurses.

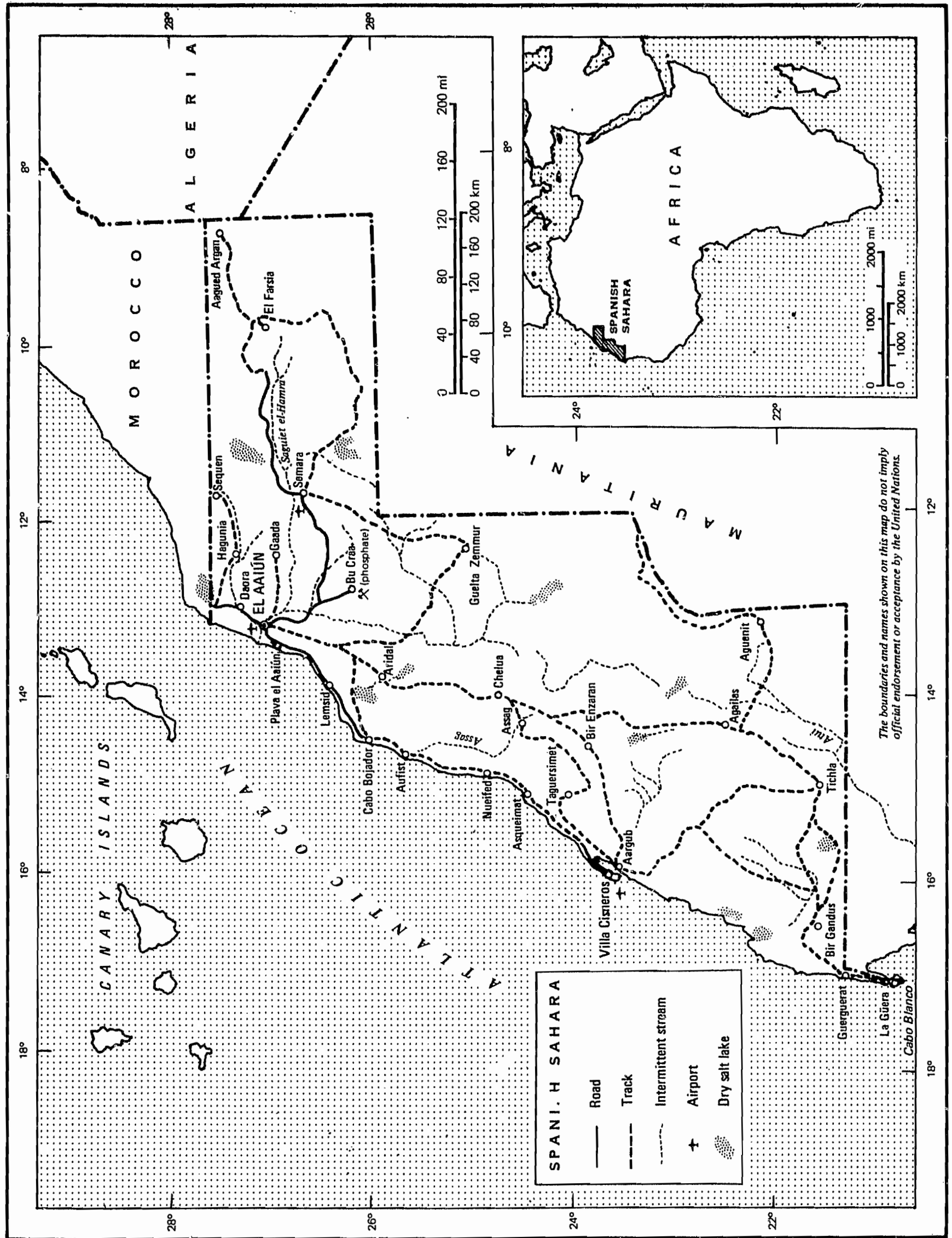
### Education

38. There is no new information available on education facilities in the Territory. Previous information relating to the school year 1968/69 was reported in 1972. g/

---

g/ Official Records of the General Assembly, Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XII, paras. 23-25.





Annex II\*

LETTER DATED 12 JULY 1973 FROM THE DEPUTY PERMANENT REPRESENTATIVE  
OF SPAIN TO THE UNITED NATIONS ADDRESSED TO THE SECRETARY-GENERAL

I have the honour to inform you of the following in connexion with the working paper prepared by the Secretariat 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. a/

Paragraph 4 of that document states that "According to the movement of national resistance for the liberation of the Territory, nearly 600,000 refugees from Spanish Sahara are living in the neighbouring countries of Algeria, Mauritania and Morocco".

The falsity and the unrealistic and fantastic character of this statement can only cause confusion regarding the situation in the Territory, whose total population, according to the same paragraph, which cites the information provided in the Boletín Oficial de la Provincia, was 76,425 at 31 December 1970.

Paragraph 14 of the working paper refers to a statement in the trade union daily, Información de Magreb of Morocco, according to which any referendum "within colonial structures" would only be a manoeuvre aimed at a modified form of colonialism.

In accordance with the repeatedly declared policy of the United Nations, General Assembly resolution 2983 (XXVII) invited the administering Power to take certain measures to ensure that the referendum was authentic.

Paragraph 16 of the working paper quotes some statements from a letter from the Permanent Representative of Morocco to the United Nations. According to those statements, the declaration of the General Assembly of the Sahara (Yema'a) is an action ("a manoeuvre", according to the French version), b/ by which Spain "flout<sup>ed</sup> its own commitments and the numerous international resolutions", attempting "to maintain and consolidate its dominion over the Territory".

In this connexion, I should like to reiterate that the Spanish Government, at the request of His Excellency the Head of State, is studying the declaration by the Yema'a, within the context of the progressive development of existing legal institutions and the desire of the Saharan people to decide on their future for themselves. I must therefore categorically refute the statement that Spain is trying to maintain and consolidate its "dominion" over the Territory of the Sahara.

---

\* Previously issued under the symbol A/AC.109/428.

a/ See annex I to the present chapter.

b/ Ibid.

The working paper also cites press reports regarding the Territory of the Sahara some of which are not attributed to any source and others which the working paper itself describes as "unconfirmed" rumours. The Permanent Mission of Spain believes that the dissemination of such reports does not contribute to a better understanding of the problems which have arisen concerning the Territory of the Sahara, or to the creation of favourable conditions for promoting the process of self-determination.

Regarding the development of phosphates at Bu-Craa, paragraph 28 acknowledges that the company is wholly owned by INI. However, contradicting this fact, ambiguous terms are used to imply that some firms have taken part in the work of development which have either not carried out any activities in the Territory or have rendered assistance in accordance with a contract of services and which have absolutely no part in the development or in the ownership of the company.

I should be grateful if you would have this letter circulated as an official document of the Special Committee.

(Signed) Antonio ELIAS  
Deputy Permanent Representative of Spain  
to the United Nations  
Chargé d'affaires, a.i.

## CHAPTER XIII

### GIBRALTAR

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. The Special Committee considered the question of Gibraltar at its 946th meeting, on 28 August 1973.

2. In its consideration of the Territory, the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the General Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session". The Committee also took into account the decision taken by the General Assembly on 18 December 1972 concerning the question of Gibraltar. 1/

3. During its consideration of the Territory, 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 Committee as well as by the General Assembly, and on the latest developments concerning the Territory.

#### B. DECISION OF THE SPECIAL COMMITTEE

4. At its 946th meeting, on 28 August 1973, following statements by the representative of India and by the Chairman (A/AC.109/PV.946), the Special Committee decided, without objection, to transmit to the General Assembly the working paper referred to in paragraph 3 above, in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives that the General Assembly might give in that connexion at its twenty-eighth session, to give consideration to the item at its next session.

---

1/ Official Records of the General Assembly, Twenty-seventh Session, Supplement No. 30 (A/8730), p. 90.

ANNEX\*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. CONSIDERATION BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY . . . . .	1 - 2
B. INFORMATION ON THE TERRITORY . . . . .	3 - 45
1. GENERAL . . . . .	4
2. POLITICAL DEVELOPMENTS . . . . .	5 - 17
3. ECONOMIC CONDITIONS . . . . .	18 - 31
4. SOCIAL CONDITIONS . . . . .	32 - 42
5. EDUCATIONAL CONDITIONS . . . . .	43 - 45

---

\* Previously issued under symbol A/AC.109/L.907.

A. CONSIDERATION BY THE SPECIAL COMMITTEE  
AND THE GENERAL ASSEMBLY

1. Gibraltar has been considered by the Special Committee since 1963 and by the General Assembly since 1965. The Special Committee's decisions concerning the Territory are set out in its reports to the General Assembly at its eighteenth to twenty-seventh sessions. a/

2. On 25 August 1972, the Special Committee decided to transmit to the General Assembly the working paper prepared by the Secretariat in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives that the General Assembly might give in that connexion, to consider the item at its next session. On 18 December 1972 the General Assembly decided to defer consideration of the question of Gibraltar until its twenty-eighth session.

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

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

---

a/ For the most recent, see Official Records of the General Assembly, Twenty-fourth Session, Supplement No. 23 (A/7623/Rev.1), chap. XI, para. 6; *ibid.*, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1), chap. X, para. 5; *ibid.*, Twenty-sixth Session, Supplement No. 23 (A/8423/Rev.1), chap. XI, para. 5; *ibid.*, Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XIII, para. 5.

b/ The information contained in this section has been derived from published sources and from the supplementary information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter of the United Nations on 9 August 1973 for the year ending 31 December 1972.

## 1. GENERAL

### Population

4. According to official estimates, the population of Gibraltar at the end of 1972 was as follows:

Gibraltarians	19,007
Other British	6,511
Aliens	3,736
	<hr/>
	29,254

## 2. POLITICAL DEVELOPMENTS

### Conversations between the United Kingdom and Spain

5. As reported previously, further conversations between the United Kingdom and Spain on the question of Gibraltar took place between 27 February and 1 March 1972, during an official visit to Madrid of the United Kingdom Secretary of State for Foreign and Commonwealth Affairs; between 19 and 21 July 1972, when the Minister for Foreign Affairs of Spain visited London; and in September 1972 during the twenty-seventh session of the General Assembly in New York.

6. Subsequently, at the 2053rd plenary meeting of the General Assembly, on 4 October 1972, the Spanish Foreign Minister made a statement in which he said that the doctrine which had been established by the United Nations on various occasions, with the support of the overwhelming majority of Members, recognized the right of Spain to the decolonization of Gibraltar, which, as long as it remained in the hands of the United Kingdom, was an anachronistic residue of a colonial policy with no meaning in current times. The Minister said that, throughout 1972, he and the United Kingdom Secretary of State for Foreign Affairs had maintained conversations which they intended to continue. The Spanish Government hoped that the United Kingdom Government would understand the necessity for these conversations to reach a result as quickly as possible and for them to lead to a negotiated solution which would put an end to the colonial situation of Gibraltar and restore the territorial integrity of Spain, while respecting the interests of the people of Gibraltar. Thus, it would become possible, looking towards the future and not at the past, to have a new and lasting relationship between Spain and the United Kingdom based on friendship and co-operation within the framework of a united Europe.

7. Further discussions on the question of Gibraltar between Mr. Gregorio López Bravo, the Spanish Foreign Minister, and Sir Alec Douglas-Home, the United Kingdom Secretary of State, took place during an official visit which Sir Alec made to Madrid from 27 to 28 November 1972 at the invitation of the Spanish Foreign Minister. At the end of the visit, a communiqué was issued in Madrid stating that: "The two Ministers held thorough discussions, concentrating particularly, in a



constructive spirit, on detailed consideration of the question of Gibraltar, and they decided to continue working at the same level on this question since it is not yet sufficiently ripe for the initiation of formal negotiations. The next working meetings will be held by the two ministers in London in April 1973."

8. After his visit to Madrid, the United Kingdom Secretary of State said, in reply to a question during a television interview, that Spain had not agreed to lift the blockade of Gibraltar. Spain had made its position on the blockade clear at the first meeting, and for the moment the United Kingdom had to "accept the situation as it is". In his view, the United Kingdom and Spain had reached a better relationship and both countries would try to find a solution.

9. In December 1972, Sir Alec Douglas-Home told the House of Commons that Britain's attitude to a settlement of Spain's claim to sovereignty over Gibraltar was explicitly stated in the preamble to the Gibraltar Constitution Order-in-Council which governed his Government's relations with Gibraltar. In the preamble of the Order-in-Council, it was stated that the United Kingdom would not concede sovereignty against the wishes of the people of Gibraltar. That pledge stood and there was no question of abandoning or diluting such an assurance. There should not be a quarrel between Spain and Gibraltar or between Spain and Britain. A glance at the map, he said, was enough to show that, in time, Spain ought to be part of the increasingly integrated European system when the necessary conditions for partnership were fulfilled in Spain. Therefore contact and dialogue must be right, and both Governments should continue their efforts to find the basis for an agreement on Gibraltar acceptable to all concerned. The programme of continuing talks on this matter had been supported by the previous Gibraltar Government and was supported by the current Gibraltar Government.

10. Subsequently, further talks were held in London on 8 and 9 May 1973, between Mr. López Bravo and Sir Alec Douglas-Home. No communiqué was issued after the talks, however, and, upon his return to Madrid, the Spanish Foreign Minister said that the dialogue had not completely collapsed but that a period for reflection was needed.

11. Earlier, Spain had raised the question of Gibraltar at the preparatory meeting for the Conference on Security and Co-operation in Europe, held in Helsinki during February. In a declaration which, according to newspaper accounts, was circulated at the meeting, the Spanish representative was reported to have said that his country's acceptance of the principles of the Conference did not imply acceptance of the status quo in Gibraltar, which was a colonial situation deeply affecting the Spanish nation. His Government was relying on the United Kingdom to engage in bilateral negotiations to solve the problem satisfactorily and in conformity with United Nations resolutions. The United Kingdom representative was reported to have also circulated a statement in which he objected to the Spanish declaration on the grounds that the Helsinki meeting was not the proper place to discuss matters of bilateral interest to the United Kingdom and Spain that should be settled by regular contacts between their respective foreign ministers. Neither statement was adopted as an official conference document.

12. In a speech delivered in the Spanish Cortes on 20 July 1973, Admiral Carrero-Blanco, the President of Spain, said that his Government had raised the question of its claim concerning Gibraltar at the Helsinki meeting, because it was a matter which Spain must necessarily take up in all instances and at all levels. The United Kingdom Government was well aware of the sincere wish of Spain to initiate, in accordance with United Nations resolutions, negotiations to end a protracted colonial situation and return Gibraltar to Spanish sovereignty. He felt that it was up to the British to consider the suggestions which had been put to them and to bring forward some new elements so that negotiations might be possible. In the meantime, he added, the Spanish Government reserved full liberty for the political handling of this matter which had been for so long a sore and open wound in the feelings of all Spaniards.

13. Two days earlier, in a letter dated 18 July 1973 addressed to the Secretary-General, the Chargé d'affaires a.i. of the Permanent Mission of Spain set out the position of his Government on the negotiations which had taken place between the two Governments since the adoption of General Assembly resolution 2429 (XXIII) of 18 December 1968. He said that, although Spain had prepared a draft of a special régime to protect the interests of the population of Gibraltar after decolonization, the United Kingdom had made no effort to find a solution. Instead, it had taken refuge in the provisions of a constitution which it had prepared and imposed for the purpose of making decolonization more difficult. It had also taken refuge in rhetorical references to the interests of a small indigenous population whose interests Spain had always borne in mind. In addition, by its continued illegal use of the "neutral zone of the isthmus" and the violation of Spanish waters and air space, the United Kingdom was posing a serious threat to the security of Spain. Since the United Kingdom had shown no willingness to negotiate and was continuing the colonial situation in Gibraltar in violation of the United Nations Charter, Spain had decided to suspend the talks with the United Kingdom. After referring to paragraph 5 of resolution 2429 (XXIII) the Chargé d'affaires said that, until Gibraltar had been decolonized, his Government would be obliged to give serious consideration to such additional steps as might be appropriate.

#### Naval exercises

14. Between 22 and 25 warships and 6 auxiliary vessels of the Royal Navy participated in the three-day exercises of the North Atlantic Treaty Organization (NATO) in the western Mediterranean during February 1973. It was reported that for these exercises the United Kingdom had organized the largest assembly of sea power at Gibraltar in the past 10 years.

15. Protesting to the United Kingdom against these naval activities, the Spanish Government expressed grave concern at the exercises which, it said, might upset the dialogue taking place between the two Governments on the problem of Gibraltar.

16. In reply, the United Kingdom Government is understood to have argued that the exercises were of a routine nature, in no way incompatible with Spanish interests or security, and that the gathering of warships at Gibraltar had no political implications.

### Visit to Gibraltar by the Duke of Kent

17. On 12 February 1973 the Duke of Kent, Colonel-in-Chief of the Royal Regiment of Fusiliers, arrived in Gibraltar for a two-day visit. The Duke met with the first battalion of the regiment and visited military installations.

## 3. ECONOMIC CONDITIONS

### General

18. During the period under review, the economy of Gibraltar continued to depend largely on the entrepôt trade and re-exports, and on the provision of supplies to visiting ships, tourists and to the military personnel attached to the base. The port facilities of the Territory include a small but important ship repair yard. There are also a number of relatively small light industrial concerns whose production is mainly for local consumption.

19. In 1972, a total of 2,243 merchant ships (2,441 in 1971) aggregating 13.3 million net registered tons (11.1 million in 1971) entered the port of Gibraltar. Of these, 1,596 were ocean-going vessels amounting to 13.0 million net registered tons. Additionally, 1,373 yachts totalling 33,837 net registered tons called at the port.

20. The following table is a summary of imports and exports for the year 1971 to 1972 as provided by the administering Power:

Gibraltar: Main imports and exports, 1971-1972  
(tons deadweight)

	<u>1971</u>	<u>1972</u>	<u>(+) or (-) over 1971</u>
<u>Imports</u>			
General and bulk cargo	101,919	112,565	+ 10,646
Fuel oils	197,165	206,949	+ 9,784
Miscellaneous oils including lubricants	<u>11,479</u>	<u>10,513</u>	<u>- 966</u>
Total	310,563	330,027	+ 19,464
<u>Exports (in ships over 150 tons net register)</u>			
General cargo	8,207	5,829	2,378

21. The value of imports (excluding fuels) during 1972 amounted to £11,124,559. Exports of goods of local origin were negligible.

Public finance

22. In the year ended 31 March 1972, actual revenue amounted to £5,679,642 and exceeded the estimates by £994,013. Recurrent expenditure amounted to £5,559,072, representing an increase of £1,005,785 over the original estimates. Public debt charges amounted to £457,454. The principal items of recurrent revenue and expenditure are listed in the table below.

Gibraltar: Recurrent revenue and expenditure  
(pounds sterling)

<u>Revenue</u>	<u>1971/72</u>
Customs	1,395,444
Port harbour and wharf dues	57,191
Licences, excise and internal revenue not otherwise classified	946,310
Fees of court or office, payments for specific services and reimbursements in aid	401,049
Post-office and telegraph	285,854
Rents of government property	302,884
Interest	169,236
Lottery	122,798
Miscellaneous receipts	447,746
Repayment of loans by local bodies	41,510
New municipal services	<u>1,509,620</u>
	5,679,642
<u>Expenditure</u>	
Social services	1,798,610
Public works	1,002,638
Administration	257,750
Justice, law and order	305,481
Public services (revenue earning)	316,375
Pensions	327,723
Miscellaneous	412,318
Contribution to Improvement and Development Fund	500,000
Tourist office	113,064
Municipal services	<u>523,113</u>
	5,557,072

23. Expenditure of a capital nature is financed through the Improvement and Development Fund. In 1971/72, the Fund's receipts amounted to £2.8 million, derived mainly from grants from Commonwealth Development and Welfare funds (£1.7 million), debenture issues (£608,206) and a contribution from general revenue (£500,000). Expenditure from the Fund during the same period amounted to £2.2 million of which the largest items were housing (£1,142,514), municipal services (£461,832) and tourist development loans (£305,068).

#### Gibraltar and the European Economic Community (EEC)

24. According to a statement made on 6 October 1972 by Sir Joshua Hassan, the Chief Minister, the inclusion of Gibraltar in EEC, under article 227 (4) of the Treaty of Rome, would differ from that of the United Kingdom in that: (a) Gibraltar would be excluded from the common tariff arrangements; (b) the common agricultural policy would not apply to Gibraltar; and (c) the value added tax would not apply to Gibraltar.

25. Of particular relevance to Gibraltar are the following articles of the Treaty: article 48, dealing with freedom of movement of workers, i.e., all salaried or wage-earning persons, except those in the public service; article 52, dealing with freedom of establishment of nationals of member States; article 54, dealing with the abolition of restrictions on freedom of establishment, including entry and residence and the acquisition and use of land; article 58, assimilating the status of companies to that of natural persons; article 59, dealing with restrictions on services, in particular, those of a commercial character, and professional occupations; article 65, dealing with the imposition of restrictions on persons providing services without any distinction on the ground of nationality or residence; and article 67, dealing with the abolition of restrictions on movement of capital belonging to persons resident in member States.

26. Subsequent legal steps were taken with regard to Gibraltar's joining. Thus, the existing ordinances dealing with immigration, control of employment, land titles and trade licensing were amended to facilitate such moves.

#### Transport and communications

27. There are 26 miles of roads in Gibraltar (19 miles in 1970) and 6,431 licensed vehicles (6,498 in 1971).

28. The Gibraltar airport is situated at North Front, approximately 1,900 yards from the town, and has a runway 2,000 yards long. Air traffic control, meteorological facilities and the maintenance and operation of the airfield are the responsibility of the Royal Air Force (RAF). Gibraltar Airways has an agreement with the United Kingdom Ministry of Defence for the handling of all civil aircraft.

29. The total number of telephone stations connected stood at 5,955 in 1972.



## Tourism

30. Tourism is one of the most important industries in the Territory. Although the number of visitors staying in Gibraltar hotels dropped to 33,975 in 1972 from 41,774 in 1970, this was compensated by an increase in the average length of stay from 4.8 to 9.1 days. Compared with 1971, the number of "guest nights" sold in all Gibraltar hotels increased by more than 25 per cent. According to information provided by the administering Power, the number of hotel beds of acceptable tourist standards in 1972 was the same as that in 1971 (1,391 beds). Two new hotels were under construction, one a project of Holiday Inns (250 beds), scheduled to open in the summer of 1973, and the other a Parker Hotel (500 beds). These two units will increase Gibraltar's present bed capacity by approximately 40 per cent.

31. During 1972, 88 cruise ships called at Gibraltar and 59,723 excursion passengers went ashore. In addition, 1,373 yachts visited the Territory, representing an increase of almost 10 per cent over 1971.

## 4. SOCIAL CONDITIONS

### Labour

32. According to the administering Power, the number of persons engaged under service contracts at the end of 1972 was 10,061, which, together with an additional 2,000 self-employed persons, make up the labour force. Of this number, some 3,400 are industrial workers employed by the Official Employers (the Government of Gibraltar, the Ministry of Defence and the Department of the Environment). The remainder are mostly employed by the construction industry, the wholesale, retail, hotel and catering trades, or by shipping services.

33. The wages and employment conditions of industrial personnel of the Official Employers are governed by the Official Employers Joint Industrial Council which undertakes a biannual revision of wage levels. The operation of the "fair wages" clauses in contracts entered into by the Official Employers requires the application of the wage rates set by the Joint Industrial Council as the minimum, by a substantial number of building and engineering employees in the private sector.

34. The principal basic wage rates for men paid by the Official Employers in 1971 for a standard five-day, 40-hour work week were: labourers, £10.05; skilled labourers, £10.50 to £11; titular grades £12.25; and tradesmen £12.75 to £13.55. These rates did not include a flat rate 85 pence cost-of-living allowance. Women in industrial employment were paid approximately 90 per cent of the comparable rate for men.

35. In August 1972, as a result of a breakdown of negotiations during the biannual review of wages, the Transport and General Workers' Union (TGWU) called a general strike, supported by other unions, which lasted just under a week. The TGWU claimed a pay increase of £3 per week with retention of the existing cost-of-living addition. The Official Employers offered a wage increase of £0.4 with a renegotiated cost-of-living allowance. Agreement was finally reached on a

general wage increase of £1.85 per week, effective from 1 July 1972, with a further increase of £0.5 per week to be granted on 1 July 1973. The cost-of-living allowance was suspended until 1 July 1973 when a new cost-of-living formula was to be negotiated.

#### Cost of living

36. The index of retail prices still in use in 1971 was introduced in 1966. In July 1970, when the index stood at 127.23 (100 = January 1966) it was re-equated to 100. The indices for 1972 (based on 100 in July 1970) were as follows:

	<u>January</u>	<u>April</u>	<u>July</u>	<u>October</u>
General index	114.23	117.11	119.03	122.03
Food group	118.61	120.83	123.36	127.61

37. Essential commodities, such as eggs, butter, margarine, cooking oil, frozen meat, potatoes and sugar, continued to be subject to price control.

#### Trade unions

38. In 1972, there were 12 registered employers' associations with a total membership of 338, and 15 registered unions of workers with an aggregate membership of 7,086, representing approximately 58 per cent of the employed population. Seven of the workers' unions were branches of unions with head offices in the United Kingdom and were affiliated to the United Kingdom Trade Union Congress and most cases to the International Confederation of Free Trade Unions (ICFTU); the organization of the remaining eight unions conformed to the United Kingdom pattern. Seven unions, representing some 97 per cent of the total trade union membership, were associated in the Gibraltar Trade Council which is recognized by the United Kingdom Trade Union Congress.

#### Housing

39. During the period under review, housing construction continued to receive the highest priority under the current development programme. Expenditure on new housing amounted to £1,366,840, of which £1,142,514 was financed through the Improvement and Development Fund. The largest item under the development programme was the Varyl Begg estate, which was started in September 1972. The estate will consist of 650 dwelling units in five-storey blocks together with communal facilities. It is scheduled for completion in 1975 at an estimated cost of £4.5 million. Other projects under construction include the Glacis housing estate, which will provide 258 new dwelling units, and the Catelan Bay housing scheme, comprising 31 dwelling units.



40. The following table shows the number of dwellings completed and under construction:

<u>Years completed</u>	<u>No. of dwelling units</u>
1945-1954	743
1955-1964	1,010
1965-1971	679
1972	211
Projects started in 1972, for completion	
1973	150
1974	350
1975	182

#### Public health

41. The government hospital services consist of the following: (a) St. Bernard's Hospital, with 182 beds available for the resident community and visitors; (b) King George V psychiatric unit with accommodation for 63 patients; (c) the infectious disease hospital, with accommodation for 10 patients. Additions under construction or completed in 1973 include a new building at St. Bernard's Hospital to accommodate an isolation unit, a pathology laboratory and a new health centre.

42. During 1971/72, expenditure on medical and health services amounted to £550,440.

#### 5. EDUCATIONAL CONDITIONS

43. On 31 December 1972, there was a total of 5,297 children enrolled in schools (5,230 in 1971). During 1972, the new Laguna infants school, with a capacity of approximately 360 pupils, was officially opened and work was in progress on the construction of a comprehensive school for 850 boys at Glacis, for which the United Kingdom Office of Foreign and Commonwealth Affairs had approved a grant of £488,538.

44. In September 1972, a new system of comprehensive education was introduced as a consequence of the abolition in 1971 of the selective secondary examination. The reorganized system will provide infant schools, middle schools and secondary schools for all pupils.

45. Recurrent expenditure on education approved in the budget estimates for 1972 totalled £489,033, representing 9.3 per cent of total estimated expenditure. At the end of 1972, actual expenditure on education amounted to £545,034.

## CHAPTER XIV

### FRENCH SOMALILAND<sup>1/</sup>

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. The Special Committee considered the question of French Somaliland at its 946th meeting, on 28 August 1973.
2. In its consideration of the Territory, the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the General Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session". The Committee also took into account the decision taken by the General Assembly on 18 December 1972 concerning the question of French Somaliland. <sup>2/</sup>
3. During its consideration of the Territory, 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 Committee as well as by the General Assembly, and on the latest developments concerning the Territory.

#### B. DECISION OF THE SPECIAL COMMITTEE

4. At its 946th meeting, on 28 August 1973, following statements by the representative of India and by the Chairman (A/AC.109/PV.946), the Special Committee decided, without objection, to transmit to the General Assembly the working paper referred to in paragraph 3 above, in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives that the General Assembly might give in that connexion at its twenty-eighth session, to give consideration to the item at its next session.

---

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

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

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

<sup>2/</sup> Official Records of the General Assembly, Twenty-seventh Session, Supplement No. 30 (A/8730), p. 90.

ANNEX\*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY . . . . .	1 - 3
B. INFORMATION ON THE TERRITORY . . . . .	4 - 56
1. GENERAL . . . . .	4 - 6
2. CONSTITUTIONAL AND POLITICAL DEVELOPMENTS . . . . .	7 - 35
3. ECONOMIC CONDITIONS . . . . .	36 - 45
4. SOCIAL CONDITIONS . . . . .	46 - 53
5. EDUCATIONAL CONDITIONS . . . . .	54 - 56

---

\* Previously issued under the symbol A/AC.109/L.914.

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

1. French Somaliland, now called the French Territory of the Afars and the Issas, a/ has been considered by the Special Committee and the General Assembly since 1966. The Committee's decisions concerning the Territory are set out in its reports to the General Assembly at its twenty-first to twenty-seventh sessions. b/
2. On 25 August 1972, the Special Committee decided to transmit to the General Assembly the working paper prepared by the Secretariat in order to facilitate consideration of the item by the Fourth Committee and to resume consideration of the item at its following session, taking into account any directives which the General Assembly might give in that regard.
3. On 18 December 1972, the General Assembly decided to defer consideration of the question of French Somaliland until its twenty-eighth session.

---

a/ For the new designation of the Territory see Terminology Bulletin No. 240 (ST/CS/SER.F/240) issued by the Secretariat on 15 April 1968. See also Official Records of the General Assembly, Twenty-third Session, Annexes, addendum to agenda item 23 (A/7200/Rev.1), chap. XV, annex, paras. 6 and 7 for details concerning the change of name.

b/ For the most recent, see Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1), chap. XI, para. 6; *ibid.*, Twenty-sixth Session, Supplement No. 23 (A/8423/Rev.1), chap. XII, para. 6; *ibid.*, Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XIV, para. 8.

B. INFORMATION ON THE TERRITORY c/

1. GENERAL

4. Situated on the east coast of Africa between 39°30' and 41° east longitude and between 11° and 12°30' north latitude, French Somaliland covers an area of 23,000 square kilometres (8,900 square miles), most of which is desert or semi-desert. The Territory has common frontiers with Ethiopia to the north, west and south-west, and with Somalia to the south. Its coastline is about 800 kilometres in length and runs from Doumeira in the north to Loyada in the south. The terrain consists mostly of volcanic plateaus, bordered in places by sunken plains and lakes, some of which (Lakes Assal and Aloi, for example) are below sea level. The Territory has no permanent surface watercourse. The climate is very hot during the major part of the year, averaging 85° Fahrenheit at Djibouti. Humidity is high near the coast but decreases in the interior. Precipitation is scarce and irregular, averaging less than 127 millimetres (5 inches) annually.

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

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

Issas	58,240
Afars	48,270
Europeans and <u>assimilés</u>	10,255
Arabs	<u>8,285</u>
Total	125,050

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

---

c/ The information contained in this section has been derived from published sources.

d/ As quoted by V. Thompson and R. Adloff in Djibouti and the Horn of Africa (Stanford, California, Stanford University Press), p. 36.

## 2. CONSTITUTIONAL AND POLITICAL DEVELOPMENTS

### Constitution

7. Details of the constitutional arrangements in the Territory are described in an earlier report of the Special Committee. e/ The Territory has a Chamber of Deputies consisting of 32 members elected by direct universal suffrage for a term of five years, and a Government Council consisting of a President and eight ministers who are elected by and from among the deputies. Certain powers are entrusted to the Government Council, and the fields of competence of the Chamber of Deputies are set out in the Constitution.

8. France is represented by a High Commissioner, who is assisted by a deputy. The High Commissioner promulgates the laws and decrees after informing the Government Council, which ensures their execution. Decisions of the Chamber of Deputies and of the Government Council must be communicated to the High Commissioner before being published or implemented. The High Commissioner may request the French Minister for Overseas Departments and Territories to annul acts of the territorial authorities. Matters not specifically listed as within the competence of the Chamber of Deputies or the Government Council are within the competence of the French Republic. These include external relations, control of immigration, defence, law and order, and currency. The Territory is represented in the French National Assembly and the French Economic and Social Council.

### Bill amending the numerical composition of the Chamber of Deputies of the Territory

9. At its meeting of 2 June 1972, the Chamber of Deputies of the Territory considered a draft bill amending article 25, paragraph 1, of Act No. 67-521 of 3 July 1967, relating to the organization of the Territory, and article 2 of Act No. 63-759 of 30 July 1963, relating to the composition and functions of the Chamber of Deputies. The draft bill proposed three changes in the political structure of the Territory: an increase in the maximum number of ministers from eight to nine; an increase in the staff of the Permanent Commission from seven to nine; and an increase in the membership of the Chamber of Deputies from 32 to 40, divided among the electoral districts as follows:

#### Djibouti

1st constituency: 5 deputies  
2nd constituency: 7 deputies  
3rd constituency: 2 deputies

#### Ali Sabieh District

single constituency: 5 deputies

---

e/ They are laid down in Act No. 67-521 of 3 July 1967 relating to the organization of the French Territory of the Afars and the Issas.

Dikhil District

single constituency: 8 deputies

Tadjourah and Obock District

single constituency: 13 deputies

10. The bill was approved at the first reading by the French National Assembly on 12 October, but was rejected by the French Senate on 9 November. On its submission to the National Assembly for a second reading, the bill was again approved on 21 November but was once again rejected by the Senate on 15 December. At this point, the bill could either have been submitted to the National Assembly for a third reading or could have been considered and discussed by a Joint Parliamentary Commission of selected deputies and senators. The latter procedure having been adopted, the Joint Commission finally approved the bill before submitting it to the Senate, which, in turn, adopted it on 19 December.

#### Criticism of the bill

11. In a statement, extracts of which were published in Le Monde on 26 September 1972, Mr. Hassan Gouled Aptidon, deputy of the Territory and leader of the Opposition, protested the increase in the number of seats in the Chamber of Deputies provided for in the bill. He rejected the argument that the bill aimed at ensuring better representation of the population. Mr. Gouled observed that a census was being taken, the final results of which were not yet known. For that reason, he stated, it was impossible to determine the size of the electorate. He protested against the manner in which the administrative districts had been defined, which did not, in his view, ensure equitable representation for the various population groups concerned. Mr. Gouled also stated that the budget of the Territory, whose limited resources had, he believed, already been over-strained through excessively high numbers of representatives in the Chamber of Deputies (one deputy per 3,000 inhabitants), would be unable to meet the additional expense of creating eight new seats without a significant cut in the funds allocated to cultural and social development. Finally, Mr. Gouled expressed indignation at what he regarded as a lack of interest on the part of the French Government in the advancement of the population and voiced the opinion that the sums to be allocated to provide allowances for the future deputies could have been better used in the building of schools or clinics.

#### Visit to the Territory by the President of France

12. Mr. Jacques Foccart, General Secretary for African and Malagasy Affairs, visited the Territory to make preparations for the visit of Mr. Georges Pompidou, President of France. At the end of his stay, Mr. Foccart stated, on 28 September 1972, that the fact that President Pompidou was to begin his visits to the Overseas Territories at Djibouti was significant. Mr. Foccart considered that the Territory was a rugged one and that its inhabitants found life difficult; the President had always been interested in studying the problems of people for whom



life was difficult. In conclusion, Mr. Foccart indicated that the President of the Republic intended to reaffirm the role and position of the "French Territory of the Afars and the Issas" within the French Republic.

13. A delegation of the Opposition in the Territory, headed by Mr. Ahmed Dini and Mr. Gouled, former Vice-Presidents of the Government Council of the Territory, addressed a memorandum to the President of France on 3 October 1972 in order, the document states, to brief him before his visit to the Territory. This memorandum referred, inter alia, to the following facts:

"The administration does not serve the population but is at the disposal of a group in power. Because the administration is biased and has no arguments, it rejects any dialogue with the Opposition.

"Not only are democratic freedoms not guaranteed, they are flouted. In addition to its moral and psychological impact as a 'wall of shame', the barbed-wire barricade which cuts our capital off from the rest of the Territory is an obstacle to freedom of movement within a country, a right recognized by the Declaration of Human Rights. The country's political future has been non-existent since the state authorities in the Territory, whose duty it is to safeguard fundamental freedoms, have relinquished their responsibility in favour of a political party which organizes local elections as it pleases and, in certain regions of the Territory, takes possession of the constituents' votes by force and intimidation without allowing the voters the slightest choice in the exercise of casting their ballot. This is clearly inconsistent with the French presence, since France should ensure the implementation of its own laws, whether they are electoral ...".

14. Mr. Pompidou paid an official visit to the Territory from 15 to 17 January 1973. During his official journey, the President was accompanied by several civilian and military officials, including Mr. Xavier Deniau, Secretary of State to the Minister for Overseas Departments and Territories, and Mr. Foccart.

15. On 16 January, President Pompidou delivered an address at a formal meeting of the members of the Chamber of Deputies of the Territory. After thanking the people of Djibouti for their welcome, President Pompidou stated that this gesture proved that the action France had taken accorded with the wishes of the people and had also shown that that action was appreciated.

16. Discussing economic questions, the President urged the deputies to take action in all fields and promised that France would meet essential needs, such as security, institutional stability, education, manpower training, social investment and infrastructure. He recalled that under France's Sixth Plan the Territory had received 50 per cent more assistance than under the Fifth Plan for the modernization of the port (Djibouti) and for increasing the number of water points and the number of schools in the interior. In the latter connexion, he emphasized technical education. With regard to natural resources, President Pompidou gave his assurance that the survey funds earmarked for geothermal research would be used. The President also indicated that the construction of the 100-kilometre road linking

the Territory to the Ethiopian highway from Addis Ababa to Assab would be taken over by the French Republic in 1974.

17. With regard to sanitation works in Djibouti, President Pompidou announced that his Government had decided to make an appropriation of approximately 40 million Djibouti francs for this purpose.

18. In his welcoming speech, Mr. Ali Aref Bourhan, f/ President of the Government Council of the Territory, first referred to the economic goals pertaining to geothermal development, the establishment of a naval dockyard and the construction of the Ethiopia road. In that connexion, he indicated that his Government had voluntarily declined all assistance from sources other than France.

19. Mr. Ali Aref also emphasized that the interests of the Territory were expressed in international forums through the representatives of France. He denied that persons who, on occasion, took it upon themselves to address those international forums and claimed to voice the aspirations of the people, thereby usurping a right which belonged exclusively to the lawfully elected representatives of that people, were in any way representative.

20. At a press conference, held on 17 January at Djibouti, President Pompidou stated that the purpose of his journey was to assure the people of the Territory that the French presence would not waver and would be reflected in security and development assistance.

21. When asked about the consequences of the closure of the Suez Canal, the President expressed the view that the reopening of the canal would be a blessing for Djibouti, because the decline in traffic resulting from the closure was detrimental to the port. When questioned about the different levels of living of the various peoples living in the Territory, Mr. Pompidou stated that, in his view, it would be beneficial to reduce those differences and that he was well aware of the question. He pointed out that the disparity was due to problems of employment in the Territory, and to the fact that many well-paid persons from the metropolitan country still held a number of posts in the Territory; however the solution to the problem lay not in reducing their statutory remuneration but in progressively reducing their number.

22. On the subject of Franco-Somali relations with respect to the Territory, President Pompidou stated that the Government of Somalia had assured him that it had no intention of interfering in the internal political affairs of the Territory or causing trouble to France. He also indicated that he had accepted, in principle, an invitation to visit Somalia with a view to developing the ties of co-operation between the two States and thus fulfilling the wish expressed by the Somali Government.

---

f/ It is reported that the President of the Government Council, who is an Afar, is also Chairman of the Board of the Djibouti Electric Company, Chairman of the Office of Tourism and Information, Minister of Public Works and the Port, and Chairman of the Geological Office, among other positions.

23. Lastly, referring to the problem of the barricade around Djibouti, Mr. Pompidou pointed out that its sole purpose was to reduce immigration to the Territory. In reply to a journalist who mentioned the death of two persons in the vicinity of the barrier, President Pompidou said that the deaths had been accidental and caused by illuminating mines.

24. In September 1966, after disturbances which resulted in several deaths, a barricade was built at Djibouti. The barricade, approximately 10 kilometres in length, surrounds the town, its two ends extending into the sea. Identity documents must be shown on entering or leaving the town. Access to Djibouti is authorized on presentation of one of the identification documents listed in paragraph 52 below. In January 1973, the Tribune socialiste (Paris) provided the following description of the barricade:

"Two coiled barbed-wire entanglements at the edge of a strip of mined land scattered with broken glass ... the whole system being reinforced throughout its length by an electrified fence. Legionnaires, stationed at look-out posts, watch, day and night, over the scene, ready to fire - as we know only too well."

25. Commenting on this barbed-wire barrier, the article said that it was an integral part of the context of political control over the population and that the authorities were attempting to justify the barrier by a supposed need to preserve prosperity in the city of Djibouti and to prevent an influx of population from upsetting the precarious balance of the local economy. In fact, however, what was being preserved by barbed wire and guns was the status quo, which meant that thousands of natives were prevented from demanding an equitable share in the supposed prosperity and also from demanding all the basic rights which were being shamefully flouted.

26. According to the same article, the organizers of the press conference considered that the "incidents" reported by Mr. Borel were frequent. Lastly, Le Monde stated that a French Deputy, Mr. Michel Rocard, on the basis of the evidence provided by Mr. Borel, had asked, in a written question to the Prime Minister, whether an investigation had been initiated and how many other persons had been killed in the same circumstances. According to the newspaper, the Ministry of Defence in Paris had reported on 16 January 1973, that two Somali nationals had been picked up by the Foreign Legion, after being seriously injured at the barricade during the week of 12-19 December 1972.

#### Barbed-wire barricade

27. In its issue of 17 January, Le Monde published an article giving details about the barricade and incidents reported to have taken place in its vicinity. The newspaper reported the holding in Paris, on 15 January, of a conference organized by the Standing Committee for the Self-Determination of Overseas Departments and Territories. The purpose of the conference, according to the newspaper, was to denounce the behaviour of French troops responsible for guarding the barricade

surrounding Djibouti whose officially announced purpose was, according to the newspaper, to deny access to undesirable persons from Somalia. According to the newspaper, Mr. G. Borel, after an investigation conducted at Djibouti, claimed to have counted four young persons killed between 12 and 19 December 1972 as a result of the "protective" system built up around the capital of the Territory: Abdi Daher Houssen, killed during the night of 11-12 December; another unidentified young man, killed on 13 December; Ahmed Assan Fahié, killed on 15 December; and Moussa Daher Logué, killed on 19 December.

#### Visit of President Pompidou to Ethiopia

28. Following his visit to the Territory, President Pompidou paid a visit to Ethiopia, also in January 1973. At a press conference held on 18 January 1973 at Addis Ababa, President Pompidou stated that there was a connexion between his journey to the Territory and his visit to Ethiopia. The President said that Djibouti was Ethiopia's natural outlet and that the fact that it was French provided a further reason for co-operation between France and Ethiopia. The French Head of State said that Emperor Haile Selassie had expressed satisfaction over France's position regarding the problem of Djibouti.

29. In late January, an official of the Ministry of Information of the Government of Ethiopia was quoted by The Financial Times (London) of 25 January 1973 as saying that Ethiopia supported the idea of free self-determination for the Territory. The newspaper went on to quote the official statement as saying that only the people of the Territory had the right to decide their status. The Ministry official was also reported to have said that the statement was issued to clarify Ethiopia's position on the subject in the light of recent press reports during the visit to Ethiopia by President Pompidou.

30. In a dispatch dated 22 January, Agence France-presse reported the following reaction attributed to informed French circles: "The announcement issued by the Ethiopian Government concerning the future of the French Territory of the Afars and the Issas in no way alters the legal status of the Territory. The people of the Territory have, in fact, freely decided their future by a referendum held in 1967 and on that occasion, chose to remain French."

#### Statement by the Assistant Secretary-General of the Organization of African Unity (OAU)

31. In an interview published in the Tunisian weekly Jeune Afrique of 3 February, Mr. Kamanda, Assistant Secretary-General of OAU, stated in connexion with the question of the political future of the Territory, that each party intended to defend its interests. In his view, the interests of Africa and OAU were not those of France, and the President of the French Republic was expected to express only the point of view of France. However, the Assistant Secretary-General considered that, after the statements by President Pompidou on the future of Djibouti, there was serious doubt as to the real aims of France's African policy. Finally, he said that, if that policy was - as Paris was fond of

repeating - favourable to Africa, his feeling was that the tone of the statements made by the President of the French Republic should have been somewhat different.

#### Other developments relating to the internal political situation

32. An article in the Tribune Socialiste (10 January) pointed out that two facts dominate political life: the predominance of the Afars over the Issas, which is said to have been increased since the referendum of March 1967, and the damper put on all parties. It noted that the number of Somali voters rose by 55 per cent between 1958 and 1965, while that of the Afars - more favourable to the status quo - rose by 197 per cent. Likewise, the number of Somali deputies in the Territorial Assembly fell from 15 in 1957 to 10 at the present, while the number of Afars rose from 7 to 16. Thus, it was possible to give the Afars the presidency of the Governing Council and to elect Afars as deputy and senator (both members of the Union des démocrates pour la République (UDR)) to represent the Territory in the legislative bodies of the home country.

33. It will be recalled that in March 1972, it was announced that a new opposition party, the Ligue populaire africaine (LPA) was being established in the Territory. The new party, which has a steering committee consisting of six Afars and six Issas is headed by Mr. Hassan Gouled Aptidon (an Issa), former Vice-President of the Territory's Government Council and a former senator. The party's Secretary-General is Mr. Mohammed Ahmed Issa, at one time head of the Union démocratique Afar (UDA).

#### Strategic importance of the Territory

34. The Territory is reported to be strategically valuable to France especially because of the port of Djibouti, which would return to a position of importance if the Suez Canal were reopened. Djibouti is also considered potentially important from a military-strategic point of view; should the naval base at Diego Suarez in Madagascar some day be threatened, it would then be the only French military base in Africa.

35. During 1972, French military strength in the Territory was increased by the addition of new equipment, including three warships for the national navy; seven helicopters, four of them equipped with 20-millimetre cannon; and a "mobile force for protection and defence". In addition, the Territory received eight Super Saber jets to replace propeller planes.



### 3. ECONOMIC CONDITIONS

#### Trade

36. In his statement of 30 November 1972 in the Territorial Assembly, on the occasion of the opening of the budgetary session, Mr. Ali Aref Bourhan, President of the Government Council, said that one of the most disquieting aspects of the economy of the Territory was the steady increase in the cost of living. He said that there had been high hopes when the statute of the Chamber of Commerce was revised, of obtaining the constructive co-operation of the private sector in efforts concerned with the general interest. However, those hopes had largely been dissipated, and the failure of the National Assembly to act to the extent expected of it had obliged the Administration to intervene directly in the private trade sector. By establishing demonstration shops and importing wholesale certain essential food-stuffs, such as rice, durra, granulated sugar, canned milk and fruit and vegetables it had been possible to bring down the prices of such goods. At the same time, an economic control section had been established within the Economic Affairs Department. Over 150 summonses had been issued by the authorities against tradesmen failing to observe the rules in force.

37. With regard to the commercial port, the optimistic forecasts concerning the volume of traffic had not been confirmed. A net reduction in imports handled had been recorded in 1972: 68,000 tons by 30 September 1972 compared with 120,000 tons for the corresponding period of 1971. In contrast, exports handled had risen during the same period from 58,000 tons to 77,000 tons. In regard to bunkering services, a fall was noted in the tonnage supplied. By 30 September 1972, the port of Djibouti had sold 339,000 tons of bunkering supplies, as against 404,000 tons for the corresponding period of 1971. Although a reasonable number of vessels had called at the port (a total of 772), the net tonnage of vessels had followed the general tendency referred to above.

38. As a result, port receipts had fallen short of the projected total by 30 million Djibouti francs. g/ Furthermore, the debt burden of the port had reached 11 million Djibouti francs. In regard to port investments, Gambelli naval repair yards, equipped with modern facilities, had been installed in the customs-free zone.

39. Finally, the 1,500-hp tug Aboubaker Pacha ordered in 1970 had been delivered in August 1972.

#### Transport and telecommunications

40. The modernization of the radio network of the Territory was continued with the installation of high-frequency band systems for the links between Djibouti and

---

g/ One Djibouti franc equals 2.6 French francs.

the Tadjoura, Obock and Dikhil-Ali Sabieh districts. The Djibouti-Tadjoura high-frequency link has been in service since 11 September 1972. In addition, the Posts and Telecommunications Office installed a second short-wave transmitter for communications with vessels at sea and a new 100-position automatic switchboard was installed in the commercial port. Finally, work was being continued on the extension of the urban telephone network.

41. With regard to transport, the work completed on the Dikhil highway has made it possible for passenger vehicles to travel to the Grand Barra. Plans for 1973 include work on the Djibouti-Dikhil road, the commencement of work on the Tadjoura-Randa road, and the survey for the Dikhil-Ethiopia road, which will link Djibouti with the Assab road. During his meeting with the French High Commissioner on 11 August 1972, at Direedawa, Emperor Haile Selassie stressed the importance of linking the Djibouti road with the Assab-Addis Ababa road. It should also be recalled that President Pompidou declared, during his address on 16 January to the Chamber of Deputies, that the completion of the approximately 100 kilometres covered by the project would be financed outside the plan in 1974.

#### Agriculture

42. Efforts are reportedly being made to encourage nomads to settle in the areas most suitable for agriculture. Four newly recruited technical experts are helping in the intensification of agricultural extension work. In addition, two tractors equipped with ploughs and levelling blades have been obtained to expedite expansion of cultivated areas. Finally, the farmers' co-operative has installed 35 sets of motor pumps in private gardens

#### Animal husbandry and fishing

43. Two new veterinary stations (As-Ela and Obock) were added to those at Ali Sabieh, Dikhil, Tadjoura and Randa. One assistant and two trainee nurses were recruited in 1972 for the new posts.

44. At the Balbala market, work was being completed on the necessary facilities for the watering of animals in pens and for more effective trade and hygiene controls.

45. The settlement of those engaged in animal husbandry made it possible to achieve satisfactory results in the extension of animal farming. As regards dairy cattle, the first breeding animals of the Dutch or Yemenite breed have arrived and are in the care of veterinary centres or qualified breeders.

### 4. SOCIAL CONDITIONS

#### Public health

46. Two in-patient hospital buildings have been constructed at Dikhil. At Tadjoura,



work has been started on the construction of two buildings for in patient treatment of tuberculosis. The BCG campaign, was extended to cover the whole of the Obock and Tadjoura districts in 1972.

47. A new psychiatric ward has been installed at the Peltier Hospital in Djibouti and a third X-ray diagnosis room has been equipped for electrocardiography.

#### Labour

48. During the first 10 months of 1972, 300 individual disputes, more than 70 per cent of which were settled amicably, were submitted to the labour inspection service. It is reported that 13.5 million Djibouti francs have been disbursed to workers in settlement of these disputes. The guaranteed minimum salary for professionals is reported to have been raised from 1 February 1972.

49. Family allowance were increased from 800 to 900 Djibouti francs per month for each child and the spouse allowance from 1,000 to 1,100 Djibouti francs per month.

50. In addition, the Family Benefits Fund gave grants of 10 million Djibouti francs to the Adult Vocational Training Centre; 4 million Djibouti francs to the Maternal and Child Welfare Society and 5 million Djibouti francs to the Arta Hotel Training Centre.

51. During his recent visit to the Territory in January 1973, President Pompidou referred in his press conference to the problem of unemployment. According to an article in the Tribune Socialiste, unemployment in Djibouti has reached 80 per cent, based on an estimated population of some 125,000, of whom 60,000 were of working age and only 12,000 were wage-earners. In the small towns in the bush, the situation is reported to be even more dramatic. In Ali Sabieh, for example, there were 3,000 inhabitants and only 70 wage-earners; in Dikhil, there were 3,500 inhabitants and only 90 wage-earners.

#### Movement of persons

52. New arrangements regarding the movement of persons came into force on 10 November 1972. Under the new arrangements, access to the town of Djibouti by any means is permitted on presentation of one of the following documents:

- (a) A valid French identity card;
- (b) A national identity card;
- (c) A military identity card;
- (d) An alien's identity card;
- (e) an identity card issued by the French Ministry of Foreign Affairs to consular personnel.

(f) A valid passport;

(g) A valid international laissez-passer;

(h) A travel pass (carte de circulation). This newly introduced travel pass is valid for a period of three months and is issuable to persons holding a document previously recognized for entry into the town. The new travel pass is in the form of a document containing a colour photograph of the holder and all relevant identification information.

#### Cyclone of 27 October 1972

53. The cyclone which hit the Territory on 27 October 1972 caused the following damage: five dead, 800 injured, 1,500 dwellings destroyed or damaged, 10,000 livestock lost, about 40 boats destroyed, and a large number of trees and pylons blown down.

#### 5. EDUCATIONAL CONDITIONS

54. In 1972, there were 6,235 pupils attending primary schools (an increase of 13 per cent over the previous year); 900 pupils in secondary schools; and 520 pupils receiving technical education.

55. Nineteen new classrooms were constructed in elementary schools in 1972.

56. Primary and secondary education have been brought under a single authority by the appointment of a superintendent of schools.

# CHAPTERS XV-XXI

(A/9023/Add.5)

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

## CONTENTS

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
XV. GILBERT AND ELLICE ISLANDS, PITCAIRN AND THE SOLOMON ISLANDS		
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 8	102
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	9	103
ANNEX: WORKING PAPERS PREPARED BY THE SECRETARIAT . . . . .		108
XVI. NIUE AND THE TOKELAU ISLANDS		
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 8	136
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	9	137
ANNEX: WORKING PAPERS PREPARED BY THE SECRETARIAT . . . . .		140
XVII. NEW HEBRIDES		
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 8	154
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	9	155
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		158
XVIII. AMERICAN SAMOA AND GUAM		
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 10	173
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	11	174
ANNEX: WORKING PAPERS PREPARED BY THE SECRETARIAT . . . . .		177
XIX. COCOS (KEELING) ISLANDS AND PAPUA NEW GUINEA		
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 7	215
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	8	216
ANNEX: WORKING PAPERS PREPARED BY THE SECRETARIAT . . . . .		219

# CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
XX. TRUST TERRITORY OF THE PACIFIC ISLANDS		
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 9	226
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	10	227
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		231
XXI. BRUNEI		
A. CONSIDERATION BY THE SPECIAL COMMITTEE . . . . .	1 - 10	233
B. DECISION OF THE SPECIAL COMMITTEE . . . . .	11	234
ANNEX: WORKING PAPER PREPARED BY THE SECRETARIAT . . . . .		236

## CHAPTER XV

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

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 902nd meeting on 23 February 1973, the Special Committee, by approving the sixty-eighth report of the Working Group (A/AC.109/L.841), decided, inter alia, to refer the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 915th and 916th meetings on 13 and 15 June 1973.
3. In its consideration of the item, the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session". The Committee also took into account other resolutions of the General Assembly, particularly resolution 2984 (XXVII) of 14 December 1972 concerning 17 Territories, including the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands, by paragraph 11 of which the Assembly requested the Committee "to continue to give full consideration to this question, including the dispatch of visiting missions to those Territories...".
4. During its consideration of the Territories, 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 Committee as well as by the General Assembly, and on the latest developments concerning the Territories.
5. The administering Power did not participate in the work of the Special Committee during its consideration of the item.
6. At the 915th meeting, on 13 June 1973, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/PV.915 and Corr.1), introduced the report of that Sub-Committee (A/AC.109/L.871) containing an account of its consideration of the Territories (A/AC.109/SC.3/SR.165-167, 171 and 172). The representative of Australia made a statement in which he reserved the position of his delegation with regard to the third sentence of paragraph 6 (9) of the report (see paragraph 9 (9), below) (A/AC.109/PV.915 and Corr. 1).

7. At its 916th meeting, on 15 June 1973, the Special Committee adopted without objection the report of Sub-Committee II and endorsed the conclusions and recommendations contained therein (see paragraph 9 below) it being understood that the reservation expressed by the representative of Australia would be reflected in the record of the 915th meeting.

8. On 19 June, the text of the conclusions and recommendations was transmitted to the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

9. The text of the conclusions and recommendations adopted by the Special Committee at its 916th meeting, on 15 June, to which reference is made in paragraph 7 above, is reproduced below.

Gilbert and Ellice Islands and the Solomon Islands

(1) The Special Committee reaffirms the inalienable right of the peoples of the Gilbert and Ellice Islands and the Solomon Islands to self-determination in conformity with the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in General Assembly resolution 1514 (XV) of 14 December 1960.

(2) Fully aware of the special circumstances of those Territories, owing to such factors as their size, geographical location, population and limited natural resources, the Special Committee reiterates the view that these circumstances should in no way delay the speedy implementation of the process of self-determination in conformity with the Declaration contained in General Assembly resolution 1514 (XV). Resolution 1514 (XV) fully applies to the two Territories, and their peoples should promptly be given the opportunity to determine for themselves their future political status and form of government. In this connexion, the administering Power should seek, in consultation with the peoples of the Territories and the Special Committee, a constructive approach to solving the individual problems of each Territory.

(3) The Special Committee reiterates its profound regret that the administering Power, the United Kingdom of Great Britain and Northern Ireland, has continued to refuse to co-operate with the Committee in its work, and in particular has declined to participate in the Committee's examination of the situation in the Territories. The Special Committee deeply regrets that, as a consequence, it has been deprived of essential information which would have assisted it in the formulation of recommendations for the full and speedy implementation of the Declaration with respect to the Territories. Accordingly, it urges the administering Power to reconsider its attitude and to participate fully in the consideration of the Territories under its administration.

(4) The Special Committee notes with concern that little progress has been made in the constitutional and political development of the Ellice Islands and the Solomon Islands. Their executive heads, as the representatives of the administering Power, continue to retain extensive legislative as well as executive authority over all matters affecting the interests of the people concerned. The Special Committee considers it imperative that the power exercised at present by the executive heads be transferred as soon as possible to freely elected political institutions to enable the people of the Territories to achieve the objectives set forth in the Declaration.

(5) Bearing in mind all possible consequences, particularly in the economic field, of a separation of the Ellice Islands from the Gilbert Islands, and taking note of the wishes of the political leaders of the Ellice Islands, the Special Committee requests the administering Power to provide the Committee as soon as possible with all information concerning the relationship between the Gilbert Islands and the Ellice Islands, including the report under preparation by Sir Leslie Monson, the special commissioner for the question of separation.

(6) In regard to the Solomon Islands, the Special Committee notes with satisfaction that, as a result of the general elections held in April and May 1973,



the number of elected members of the Governing Council will be increased from 17 to 24, and that the newly established Select Committee on Constitutional Development has suggested several steps which might lead the Territory towards self-government. It notes further, however, that no time-table for independence has been prepared, as called for by the Governing Council in 1970, and that, regrettably, the administering Power took no concrete action to develop such a time-table. It considers that such action should now be taken.

(7) Having noted with concern the lack of a sense of a national identity among the people of the Solomon Islands, the Special Committee urges the administering Power to institute a programme of intensive political education to enable the people to participate meaningfully in the process of self-determination and to develop a greater sense of nationhood.

(8) The Special Committee continues to be seriously concerned that the economy of the Gilbert and Ellice Islands is still largely based on phosphate mining on Ocean Island and that the total depletion of the deposits is expected by 1978. The Committee therefore calls upon the administering Power to prepare without delay a co-ordinated economic development plan to offset the impact of the termination of the mining activities on the economic life of the people, as well as to take adequate measures to develop other sectors of the Territory's economy.

(9) The Special Committee welcomes the decision taken on 16 April 1973 by the Economic Commission for Asia and the Far East (ECAFE), to recommend to the Economic and Social Council of the United Nations the admission of the Gilbert and Ellice Islands as an associate member entitled to United Nations advisory services. In the same context, it also welcomes the announcement of a survey to investigate the possibility of tuna fishing and of the establishment of a prawn farming pilot project. It fully supports the Banaban people of Ocean Island in their efforts to regain the full financial benefit of the phosphates which have been mined on their island over the past 60 years.

(10) The Special Committee expresses the hope that the Sixth Development Plan of the Solomon Islands, covering the period 1971-1974, is progressing satisfactorily, thereby stimulating a number of sectors of the economy, such as tourism, agriculture and fisheries. The Special Committee also expresses the hope that the administering Power will make every effort to guarantee control by the indigenous population over the future development of the Territory and that adequate financing of the Plan will be continued to ensure its success. In this respect, the Special Committee notes with satisfaction that the Solomon Islands has become an associate member of ECAFE.

(11) The Special Committee is seriously concerned that educational conditions lag far behind the requirements of the Gilbert and Ellice Islands and the Solomon Islands and the Committee therefore again urges the administering Power to institute free and compulsory education at least through the primary level, expand public school facilities more rapidly and replace non-secular schools as soon as possible.

(12) The Special Committee, recalling its earlier concern with continued nuclear testing in the atmosphere of the South Pacific, reflected in General Assembly resolution 2984 (XXVII) of 14 December 1972, notes that the Government of France is, nevertheless, again planning to explode nuclear devices on Mururoa Atoll and expresses its concern over the hazards created by such tests for the people of the area. The Special Committee strongly condemns such activities which endanger the life and environment of the peoples of the South Pacific and, in particular, of the peoples of the Non-Self-Governing Territories of the area.

(13) Having in mind that recent visiting missions to small Territories patently demonstrated the usefulness of such missions, the Special Committee reiterates its firm view that visiting missions are a vital element in the participation of the United Nations in the process of decolonization. Consequently, the Special Committee once again regrets that the administering Power has not seen fit to receive a visiting mission to the Territories which would enable the Committee to acquire adequate first-hand information on the situation prevailing in the Territories and to ascertain the views and wishes of the peoples concerning their future. The Special Committee strongly urges the administering Power to reconsider its position and to permit the access of such visiting missions to the Territories under its administration.

#### Pitcairn

(14) The Special Committee reaffirms the inalienable right of the people of Pitcairn to self-determination in conformity with the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in General Assembly resolution 1514 (XV) of 14 December 1960.

(15) From the information available to the Special Committee, which regrets the continuing failure of the administering Power to co-operate with the Committee in its consideration of the Territory, it is not clear what actual role the Governor (who is the United Kingdom High Commissioner to New Zealand) has in the affairs of the Territory, other than in appointments. The Committee requires elucidation on this point. It also wishes to know the attitude of the people of Pitcairn towards the present constitutional arrangements, including an absentee Governor.

(16) The Special Committee is conscious of the tiny size of Pitcairn, its small and decreasing population, its minimal resources and its dependence on postage stamps for the bulk of its revenue. It recognizes that these factors need to be taken into account by the people of Pitcairn in deciding for themselves, freely and without any pressure from the administering Power, what kind of political status they may wish to have when exercising their inalienable right to self-determination in conformity with the Declaration. Nevertheless, these factors do not justify any delay in the full and speedy implementation of the process of self-determination of the people of Pitcairn in accordance with the provisions of resolution 1514 (XV).

(17) Accordingly, the Special Committee calls on the administering Power formally to consult the people of Pitcairn about their views on present constitutional arrangements and the future status of the Territory, and further calls on the administering Power to invite the Special Committee to send a representative to observe such consultations. \*

Annex\*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY . . . . .	1 - 2
B. INFORMATION ON THE TERRITORIES . . . . .	3 - 144
1. GILBERT AND ELLICE ISLANDS . . . . .	3 - 64
General . . . . .	3 - 4
Political and constitutional developments . . . . .	5 - 18
Economic conditions . . . . .	19 - 48
Social conditions . . . . .	49 - 60
Educational conditions . . . . .	61 - 64
2. PITCAIRN . . . . .	65 - 73
General . . . . .	65
Political and constitutional developments . . . . .	66 - 68
Economic conditions . . . . .	69 - 70
Social conditions . . . . .	71 - 72
Educational conditions . . . . .	73
3. SOLOMON ISLANDS . . . . .	74 - 144
General . . . . .	74 - 75
Political and constitutional developments . . . . .	76 - 97
Economic conditions . . . . .	98 - 132
Social conditions . . . . .	133 - 139
Educational conditions . . . . .	140 - 144

---

\* Previously issued under the symbol A/AC.109/L.849.

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

1. The Gilbert and Ellice Islands, Pitcairn and the Solomon Islands have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territories are set out in the Committee's reports to the General Assembly at its nineteenth and twenty-first to twenty-seventh sessions. a/

2. The text of the relevant conclusions and recommendations adopted by the Special Committee in 1972 with regard to the Territories and subsequently approved by the General Assembly at its twenty-seventh session and the text of General Assembly resolution 2984 (XXVII) of 14 December 1972, which concerned 17 Territories, including the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands, have been made available to members of the Committee.

B. INFORMATION ON THE TERRITORIES

1. GILBERT AND ELLICE ISLANDS<sup>b/</sup>

General

3. The Territory of the Gilbert and Ellice Islands, including Ocean Island and the Phoenix and Northern Line Islands, is situated in the south-west Pacific around the point at which the international date-line cuts the Equator. As from 1 January 1972, the five Central and Southern Line Islands became part of the Territory. Only 29 of 42 atolls of the Territory are permanently inhabited. It is estimated that the Gilbert Islands have an area of 102 square miles and that the Ellice Islands have only 10 square miles. The islands are spread over more than 2 million square miles of ocean.

4. A census was taken in December 1968, showing a total population of 53,517 persons. The census also showed that children up to 15 years of age constituted 45 per cent of the total population. In addition, another 1,700 Gilbertese and Ellice Islanders were living on Nauru. The main racial groups living in the Territory are Micronesians, who are almost entirely Gilbertese (44,897); Polynesians, almost entirely Ellice Islanders (7,465); Europeans (458); Mongolians (65); persons of mixed race (566); and others (66). A comparison with the census figures of 1963 indicates that there has been a population increase of 9.7 per cent.

---

a/ For the most recent, see Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1), chap. XIV, para. 27 (a) and (b); ibid., Twenty-sixth Session, Supplement No. 23 (A/8423/Rev.1), chap. XVI, para. 8; ibid., Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XVII, para. 9.

b/ This section is based on published reports and on the information transmitted to the Secretary-General by the Government of the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter of the United Nations on 20 September 1972 for the year ending 31 December 1971.

## Political and constitutional developments

### New Constitution

5. Under the 1970 Constitution the House of Representatives was replaced by a Legislative Council of 33 members, with an elected majority of 28. An advisory Executive Council replaced the Governing Council.

6. The office of Chief Elected Member was replaced by that of Leader of Government Business, chosen by the elected members of the Legislative Council. Individual members of the Executive Council may be assigned departmental interests as a first step towards a ministerial system. The Constitution was amended on 27 October 1971 to provide for the official separation of the Territory from the Western Pacific High Commission as from 1 January 1972. The Territory, however, has retained its judicial link with other members of the Western Pacific High Commission, notably the New Hebrides and the Solomon Islands, but, administratively, it now deals directly with London.

#### (a) Governor

7. The Governor has the constitutional powers hitherto possessed by the High Commissioner for the Western Pacific. Under the 1970 Constitution, before making laws, the Governor normally is required to obtain the advice and consent of the Legislative Council. A bill passed by the Council does not become law until the Governor has assented to it and signed it or until the Queen has given her assent through a Secretary of State.

#### (b) Executive Council

8. The Executive Council consists of three ex officio and two public service members of the Legislative Council, the Leader of Government Business and four other elected members of the Legislative Council appointed by the Governor after consultation with the Leader of Government Business. Any member of the Executive Council may be entrusted with responsibility for any subject or subjects relating to the business of government with which that member is to be associated in the formulation and presentation of policy.

#### (c) Legislative Council

9. The Legislative Council consists of 33 members presided over by the Governor. Twenty-eight members are elected; the remaining five include three ex officio members (the deputy Governor, the Attorney-General and the Financial Secretary) and two members appointed by the Governor from the public service. Provision is made for the elected members to elect one of their number to be Leader of Government Business, who becomes the principal spokesman of the Government in the Council. Except on the recommendation of the Governor, the Council may not proceed with legislation affecting the finances of the Territory or the salary, allowances, pensions or other conditions of service of any public officer or members of his family.



## Future of the Territory

10. At present, the Territory has a "member system" of government and is expected to progress to a ministerial system and thence to self-government within a few years. In the past, problems concerning its future have been seen almost exclusively in terms of the expected loss of revenue from Ocean Island phosphates (see paragraphs 22 and 26-32 below). The administering Power has now been forced to consider the more immediate problem of whether the Territory can survive as an entity, even to the stage of self-government. The Ellice Islander political leaders are now asking for the separation of their islands from the Gilbert Islands.

11. With a population of about 8,000 against the 48,000 Gilbertese, the Ellice Islanders, who live in the south of the group with Funafuti as their headquarters, fear that when the United Kingdom severs her ties with the Territory, they will be politically dominated by the Gilbertese. Seven of the eight Ellice Islanders in the Governing Council favour secession. Under the leadership of Mr. Telavi Faati, they have been touring the islands they represent to gather support for their plans to prevail upon the administering Power to allow them to remain dependent while the Gilbertese continue with constitutional changes. Mr. Isakala Paeniu, the eighth Ellice Islander who is a member of the Council, sympathizes with his colleague but is opposed to secession for economic reasons.

12. In April 1972, the Governor toured all the Ellice Islands to explain to the people and their elected representatives the implications of separation and to urge them to consider all the courses open to them. In October 1972, Mr. Anthony Kershaw, the United Kingdom Parliamentary Under-Secretary of State for Foreign and Commonwealth Affairs, visited some of the Islands and spoke similarly to the elected representatives of the Ellice Islanders assembled at Funafuti. He later reported that the Ellice Islanders appeared to be adamant in their belief that they would be better off as a separate Territory administered by the United Kingdom. When Mr. Kershaw finished his tour, he gave a broadcast over Radio Tarawa in which he said:

"I know there is an opinion here that the Gilbert and Ellice Islands should separate. Such a step would be a very important one to take. It would not increase the influence of either the Gilbertese or the Ellice Islanders in the world. It would bring problems and extra expense. I am not here to compel or insist. All I can do is advise and point out the experience of others, including ourselves in the United Kingdom. I do say this: reflect carefully before you make up your minds."

13. Subsequently, it was reported that the United Kingdom Secretary of State for Foreign and Commonwealth Affairs had appointed a Commissioner, Sir Leslie Monson, to visit the Territory in order to study the separation question and to discuss proposals for constitutional changes. The terms of reference of the Commissioner were "to study the relationship of the Gilbert and Ellice Islands, and, having regard to the suggestion that the two groups be separated; and, in the light of the political, economic, financial and social circumstances of the people of the

two groups, to make recommendations". Sir Leslie arrived at Tarawa in late January 1973 and spent six weeks holding meetings and conducting interviews with representatives from all sections of the community on various islands in both the Gilbert and Ellice groups. He has since returned to London, where he is now working on his report.

14. In December 1972, the Governor, acting as the President of the Legislative Council, announced the setting up of three select committees: one to examine the decentralization of government services; one to study the report of the Director of Audit for the year 1971; and, finally, one to study the Constitution. In January 1973, the Select Committee on the Constitution began its work, receiving written representations from the public on matters falling within its terms of reference. Individuals may also appear in person before the Committee. After visiting the outer islands, the Committee is expected to report to the Legislative Council at the end of May 1973.

#### Political education

15. A delegation from the Territory recently visited Mauritius, Kenya and the Seychelles with a view to observing constitutional changes and political conditions in those countries. The delegation included the Hon. Bwebwetake Areicha, member for Social Services, Mr. Tekai Tekai, member of the Legislative Council for rural Tarawa, and Mr. Telavi Faati, member for Nanumea. They were impressed by the organization of local government in Mauritius and the standard of living in Kenya, as well as the tourist industries in all three countries.

#### Public service

16. During the period under review, employees of local government bodies totalled about 361 (all Gilbertese and Ellice Islanders), compared with 300 in 1971. In the central government administration, there were 804 Gilbertese and Ellice Islander permanent civil servants (827 in 1971) and about 920 unestablished employees (900 in 1971). Expatriates in government or quasi-government employment numbered 136 (135 in 1971), most of whom were under contract.

17. Local civil servants, government workers and employees of the Development Agency have been given pay increases retroactive to 1 January 1972, ranging from 12 per cent for the lowest wage earners to 6 per cent for those in higher wage brackets. The increases are intended as an interim measure while a government-appointed committee reviews basic salaries and wages. The cost of living has risen by more than 20 per cent since the last pay increase, in October 1968.

18. The report of the Select Committee on Localization appointed to consider the localization plan was referred to and approved by the Legislative Council at its November 1971 meeting. The Public Service Advisory Board now investigates every application for expatriate recruitment or re-engagement and may reject any application where there is a possibility of a vacancy being filled by a local candidate.

## Economic conditions

### General

19. The Territory's economy is based on phosphate mining on Ocean Island and on copra production on other islands. Phosphate production and exports are controlled by the British Phosphate Commissioners (BPC), who are responsible to the Governments of the United Kingdom, Australia and New Zealand. The bulk of the copra is produced by indigenous cultivators, and the remainder by plantations on Line Islands, Fanning Island Plantations, Ltd., and the government-owned Christmas Island plantation.

### Public finance

20. The Territory does not receive grants-in-aid, although some grants are made by the United Kingdom Government from Colonial Development and Welfare funds for specific development purposes. Since 1970, assistance from the United Kingdom has been provided in the form of Development Aid funds. Other development projects have also been financed by United Nations agencies and the South Pacific Aid Programme of Australia.

21. An important source of revenue is the copra export tax, which amounts to 20 per cent ad valorem of the f.o.b. value. On most imported articles there is an ad valorem duty of 25 per cent. The British preferential rate is 12.5 per cent, but a limited volume of goods, including some food-stuffs, is admitted free if produced or manufactured in Commonwealth Territories.

22. Revenue is also obtained from the export of phosphate from Ocean Island. A revised agreement between BPC and the territorial Government regulates the amount paid to the Territory. At the end of 1970, the arrangement was that BPC pay \$A 12.30 c/ a ton (the same rate as that paid for Nauru phosphate) and that the Territory and the Banabans (see paragraph 26 below), share the difference between this price and the actual cost of production at the ratio of 85:15. The administering Power reported that the territorial Government would receive an estimated \$A 2.6 million in 1971, compared with \$A 2.3 million in 1970. A more detailed account of the phosphate industry is given below.

23. The revised estimate for ordinary revenue in 1971 amounted to \$A 4.8 million, to which was added a capital revenue of \$A 1.2 million. The total revised estimated revenue was therefore almost \$A 6.0 million, compared with an actual revenue of \$A 4.7 million in 1970.

24. The revised estimate for recurrent expenditure in 1971 was \$A 3.7 million, and the revised estimate for capital expenditure was \$A 1.2 million, amounting to a revised estimate of total expenditure of \$A 4.9 million, compared with an actual total expenditure of \$A 4.0 million in 1970.

---

c/ The local currency is the Australian dollar (\$A). One Australian dollar equalled \$US 1.42.

25. The Revenue Equalization Fund was instituted in 1956, with an initial allocation of \$A 155,580 from war assets and \$A 400,000 from the general revenue balance. The object of the fund is to provide a capital sum with accumulated interest against the time when the phosphate deposits at Ocean Island are exhausted and to enable equalization of territorial revenue, when necessary, during periods of prolonged drought. The value of the fund at 31 December 1971 was \$A 6.9 million.

#### Mining

26. The only mining carried on in the Territory is at Ocean Island, where phosphate of lime is extracted by BPC. The land at Ocean Island is owned by the Banabans, who, at the end of the Second World War, moved en bloc to Rabi, an island of Fiji, which they bought with royalties received from BPC. Nevertheless, they continue to maintain a close interest in Ocean Island, inasmuch as they receive rent and royalties from their lands.

27. The deposits of phosphates at Ocean Island and at Nauru, which lies 165 miles to the west and is now independent, although accounting for only 3 to 4 per cent of the world's supply, represent the largest source of the mineral within the British Commonwealth and is the major source of government revenue within the Territory. It is estimated that the deposits will be depleted by 1978.

28. Under a revised arrangement, concluded in September 1967 between the United Kingdom, Australia and New Zealand on the level of taxation on phosphate exports from Ocean Island, BPC aimed to reach an annual production level as close to 600,000 tons as was practicable.

29. According to the annual report of BPC, the production of phosphate in Ocean Island totalled 625,850 tons in 1971, compared with 500,800 tons in 1970. The bulk of the production was exported at a value of \$A 7.5 million, compared with \$A 6.0 million in 1970. The freight and insurance costs, which are considerable because of the isolated position of the Territory, are not included in these figures.

30. Having tried other avenues in their attempts to obtain increased returns from the phosphates being excavated from their lands, the Banabans have decided to place their claims before the High Court in England. d/

31. In short, the Banabans are seeking the full financial benefit of the phosphate industry over the past 60 years, which they estimate at \$A 21.0 million. Further, they are asking that, under an agreement signed in 1913, BPC should be compelled to replant worked-out lands on Ocean Island. The agreement, which pre-dates the formation of BPC, recognized Banaban ownership of phosphates on Ocean Island, a position since denied by the United Kingdom Government, in addition to the surface land rights, which have never been in dispute.

---

d/ For details, see Official Records of the General Assembly, Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XVII, annex, para. 29.

32. In 1972, the Banabans were asked by BPC to allow the mining of 111 acres of unleased land, which would be worth about \$A 3.0 million in royalties to them and to the territorial Government at current prices. Ocean Island's present leased land should be worked out in about five years, and BPC had stated that if they could not obtain a decision soon on the mining of unleased land, they would never mine the area. The Banabans have now accepted the new terms offered by the United Kingdom Government for division of the net benefits from the unleased land, and an agreement is currently being worked out between the Banabans and the Territory and the United Kingdom Government.

### Agriculture

#### (a) Copra

33. The average production of copra throughout the Territory is approximately one half of the total coconut production. In order to achieve maximum production, it will be necessary to prevent the present wasteful process of burning through groves and to introduce new techniques, such as deep planting, which will bring the young seedling initially closer to the water supply. Expansion of the coconut improvement scheme introduced in 1970 continued in 1971. The scheme is designed to encourage improvement of existing groves through the payment of subsidies. It was anticipated that complete coverage of the Territory would be achieved by the end of 1972. The scheme is financed by the United Kingdom.

34. The Copra Board, which buys the bulk of the copra production, was established by ordinance in 1950 and reconstituted by a later ordinance in 1955. It comprises both official and unofficial members.

35. On 31 March 1971, the Copra Board's general reserve fund stood at \$A 673,577, a drop of \$A 80,000 from the previous year. This loss was due to the Board's continuing subsidy to the producer to maintain the price and thus offset declining world prices.

36. According to the report of the administering Power, total copra production in 1971 was 8,908 tons (6,457 produced by peasant landowners and 2,451 by plantations), compared with 7,098 tons the previous year (5,106 and 1,992 tons). The Territory exported 8,486 tons in 1971 compared with 5,738 tons in 1970.

#### (b) Other crops

37. Apart from coconuts, the only crops grown to any appreciable extent are breadfruit, pandanus and root crops (Cystosperma, Colocasia and Alocasia). On some of the islands, pumpkins, pawpaw and bananas are also grown, although on a limited scale. Considerable success has been reported in the growing of vegetables at an experimental station at Bikenibeu.



## Livestock

38. Livestock is limited to pigs and poultry. The number of pigs in the Territory fluctuates between 10,000 and 12,000. There is no organized commercial enterprise dealing in livestock, although a market for pork, eggs and poultry exists at main centres throughout the Territory.

## Fisheries Development Unit

39. The Chief Fisheries Development Officer is based at Betio. His staff consists of three fisheries development officers posted in the Gilbert, Ellice and Line Island groups, respectively. The fisheries development officers in the Ellice and Line Island groups are equipped with a 29-foot, fibre-glass vessel. In addition, a locally built 48-foot vessel was completed during the year under review. At present, the major project of the Fisheries Development Unit is a survey to investigate the possibility of establishing tuna fishing on a commercial basis. The survey is being conducted on a partnership basis between the Government and a private company.

40. Following a meeting of the South Pacific Islands Fisheries Development Agency (SPIFDA), held in New Caledonia in August 1972, a prawn farming pilot project was announced for the Territory in 1973. It was expected to start on South Tarawa with financial aid from overseas.

## Wholesale Society: Gilbert and Ellice Islands Development Authority (GEIDA)

41. Basic information on the Wholesale Society was given in an earlier report of the Special Committee to the General Assembly. <sup>e/</sup> It will be recalled that the development plan for 1970-1972 proposed to establish the Wholesale Society as a development authority in April 1971. It would thereby absorb a number of activities previously undertaken by various government departments. Under the same proposal, the Wholesale Society's present merchandising operations would be taken over by a wholesale co-operative.

42. GEIDA, which was established by Ordinance No. 12/1970 to replace the Wholesale Society, is a body corporate charged with (a) fostering the economic development of the Territory; and (b) improving the social and economic conditions of the population by promoting, establishing, operating or expanding various undertakings in the Territory. GEIDA is an amalgamation of the Wholesale Society, the Public Works Department and the Marine Department. Although wholly-owned by the Government, GEIDA is an independent commercial organization whose policies are formulated and directed by a board representing a cross-section of interests.

---

<sup>e/</sup> See Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 68, document A/7320 and Add.1, appendix VI, paras. 48, 51 and 94-96.



A number of constitutional constraints place the Authority in a subcommercial area where it is exposed to a greater risk of incurring a loss than a company operating on fully commercial lines. To meet the bulk of its expenses, GEIDA relies on the income derived from its charges for the provision of goods and services.

43. There are seven divisions within GEIDA: accounts and secretarial; development; engineering; personnel; shipping and marine; supply; and wholesale and merchandise. Authority is delegated by the Board of GEIDA to a general manager, and divisional management is responsible to him for carrying out the detailed functions and actions under this delegated authority.

44. GEIDA reportedly does not seek to retain a monopoly, and some of its current activities may therefore be transferred to other owners and managers. In this connexion, there have been reports that the Co-operative Federation is planning to acquire ownership and control of the Wholesale and Merchandise Division of GEIDA in 1973.

#### Transport and communications

45. The main means of communication between the various islands of the Territory are provided by ships owned by the territorial Government and GEIDA. All of these vessels are managed by GEIDA and are operated on a commercial basis.

46. The Territory was to have its first private enterprise shipping line in March 1972 with the start of a service between Suva and Tarawa. Cargo will be carried on a monthly basis by the Equator Shipping Company, which has acquired a 153-ton former Baltic Sea trader for service. In addition, the Roman Catholic Church in the Gilbert and Ellice Islands has placed an order in Fiji for an 86-foot steel ship that will displace about 200 tons. Built at a cost of \$A 164,000, it will be for both cargo and passengers.

47. The R.C.T.S. Teraka, an 860-ton steel passenger vessel, is used in conjunction with a shore establishment to train young Gilbertese and Ellice Islanders for service abroad with overseas shipping companies. There are at present 184 young men in training and 680 serving as crew on overseas ships.

48. During 1971, a total of 96 overseas vessels called at ports in the Territory, compared with 70 in 1970 and 105 in 1969. Of this number, 49 were vessels owned and chartered by BPC calling at Ocean Island.

#### Social conditions

##### Co-operative societies

49. The co-operative movement continued to provide the basis for most of the economic activity in the Gilbert and Ellice Islands. Membership of the

co-operative societies increased by 5 per cent to 20,000, owing mainly to the increasing population on urban Tarawa. The urban Tarawa societies have 3,705 members, 18.5 per cent of the total co-operative membership, but they provide 41.5 per cent of the total co-operative retail sales, an indication of the extent of the urban cash economy, compared with the shrinking copra-based economy of the outer islands.

50. At the end of 1971, there were 21 consumer marketing societies (26 in 1970). The consumer marketing societies provide some 90 retail trading outlets throughout the Territory. All stores provide facilities for the purchase of copra for cash. In addition, there were 13 village societies affiliated to two island wholesale societies, five independent consumer marketing societies (three in 1970), four consumer societies, one thrift and credit society, one building society and two agricultural societies. All registered trading societies are affiliated to the Gilbert and Ellice Islands Co-operative Federation.

51. Revenue from sales of copra in 1970/71 totalled \$A 554,685, compared with \$A 520,192 in 1969/70. Retail sales by societies other than those established in South Tarawa amounted to \$A 1.3 million, compared with \$A 1.1 million during the previous year. Members' deposits during 1970/71 totalled \$A 79,787 compared with \$A 63,178 in 1969/70, an increase of \$A 16,609 compared with last year's increase of \$A 6,434. Member societies deposited \$A 118,865 with the Federation.

#### Labour

52. The principal occupations available to the labour force are those provided by the open-cast phosphate workings of Ocean Island, the copra plantations of the Line Islands and by the central and local governments. Some Gilbertese and Ellice Islanders are also employed overseas in the phosphate workings on Nauru, on copra plantations, in the fishing industry in the New Hebrides and as crew on overseas ships. Apart from a small number of skilled or professional expatriates, all workers in the Territory are Gilbertese and Ellice Islanders.

53. There was little change in the employment figures for 1971, compared with those for 1970. At the end of 1971, a total of 1,294 Gilbertese and Ellice Islanders were employed in the phosphate industry (1,325 at the end of 1970), as follows. The BPC labour force comprised 486 Gilbertese and Ellice Islanders; 17 Banabans; and 77 expatriates (27 Chinese and 50 Europeans). The Nauru Phosphate Corporation employed an additional 808 Gilbertese and Ellice Islanders. Copra plantations, both government and privately owned, employed 313 persons, and the Wholesale Society employed 456 persons, in addition to 14 expatriates. Employment with the co-operative societies totalled 280. Emigrant labour in the New Hebrides fishing industry numbered 18 in 1971. Over 300 expatriate workers were employed in 1971. In addition to those enumerated above, 155 worked for territorial government organizations, and 70 worked for various churches, mainly in religious or teaching duties. Figures for public service employment appear in paragraph 16 above.

54. No major stoppages of work occurred during 1971. There are three trade unions registered under the Trade Unions and Trade Disputes Ordinance, which has been in force since 1946.

55. The monthly wages of the Gilbertese and Ellice Islander employees of BPC at Ocean Island in 1971 were as follows:

	<u>Basic wages</u>	<u>Average earnings</u> <sup>a/</sup>
	(Australian dollars)	
Labourers	31.42	122.91
Clerical workers	46.58	147.63
Tradesmen	67.60	148.50

---

<sup>a/</sup> Including overtime, rations and allowance.

In the copra plantations on Fanning and Washington Islands, labourers receive a daily wage of \$A 1.25. A newly engaged labourer can earn \$A 27.50 a month. An allowance of 3 cents a day is paid for each completed year of service.

56. The Government introduced a five-day week for all its employees early in 1971 and reduced working hours to 40 for unestablished employees. Government officers continued to work a 36 1/2-hour week. Employees of the Wholesale Society also worked a 40-hour week. On plantations, the work week varied in length between 44 and 48 hours.

#### Public health

57. All government activities in the medical and public health fields are carried out by the Medical Department, whose head is the Director of Medical Services. He is assisted by three expatriate medical officers, one of whom is Medical Superintendent of the Central Hospital, while the third, a woman, is employed in family planning. Other expatriate staff includes a matron, a sister tutor, a nursing sister, a pharmacist medical storekeeper and a senior health education officer. Local staff numbered 233, employed as medical officers, medical assistants, dental officers, nurses and clerical officers. In addition, there is an indigenous senior executive officer.

58. There are 298 hospital beds in the Territory's three hospitals as follows: 153 at the Central Hospital, Bikenibeu (Tarawa); 20 at the General Hospital, Funafuti; and 125 at the General Hospital maintained by BPC on Ocean Island.

59. The Maternity and Child Health Programme received considerable assistance from the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) during the year. UNICEF assistance had been expected to cease during 1971 but continued throughout the year. A WHO team visited the Ellice Islands for three weeks in the second half of 1971 and was expected to return in 1972 to carry out further work.

60. In 1970, expenditure on public health was estimated at \$A 394,828, compared with an actual expenditure of \$A 351,040 in the previous year. These figures do not include aid expenditure.

#### Educational conditions

61. Development and planning in primary education is based on a policy of consolidating substandard village schools into expanded and improved primary schools under the control of trained teachers to give complete coverage of the school-age population (children 6 to 15 years old) by 1978. Assistance in the form of building grants at the rate of \$A 1,000 per class-room is provided from development aid sources. Twenty such grants were made to island councils and the Roman Catholic Mission in 1971.

62. In 1971, there were 107 primary schools maintained by voluntary agencies, with a total enrolment of 9,620 pupils, and 37 territorial and local government schools, with a total enrolment of 5,486. The number of primary school pupils rose to 15,106 from 12,164 in 1970. One government secondary school and four maintained by voluntary agencies had a total enrolment of 697 pupils, compared with 622 in 1970. Ninety-nine trainees attended the two teacher-training colleges (113 in 1970).

63. There are no facilities for secondary education above Form V level, or for tertiary or formal technical education. Training in these sectors is provided by means of scholarships to institutions abroad. In 1971, 89 students followed courses overseas (81 in 1970), of whom 6 received secondary education (12 in 1970); 18 received tertiary education (11 in 1970); and 65 received professional and technical training (58 in 1970).

64. In 1971, government expenditure on education was estimated at \$A 1,049,632 (including development aid), compared with an actual expenditure of \$A 487,820 (including development aid) in the previous year.

## 2. PITCAIRN<sup>f/</sup>

### General

65. According to the census figures compiled in December 1971, the population comprised 24 men and women between 21 and 50 years of age, 25 between 61 and 90, 18 between 11 and 20 and 12 children up to 10 years of age.

---

<sup>f/</sup> This section is based on published reports and on the information transmitted to the Secretary-General by the Government of the United Kingdom under Article 73 e of the Charter of the United Nations on 26 June 1972 for the year ending 31 December 1971.

## Political and constitutional developments

66. After Fiji became independent, on 10 October 1970, responsibility for Pitcairn was transferred to the United Kingdom High Commissioner to New Zealand, who is now designated as Governor of Pitcairn. The Island Council, which is charged with the management of internal affairs, comprises the Island Magistrate, three elected councillors (one of whom is Chairman of the Internal Committee), the Island Secretary, three nominated members (one appointed by the Governor and two by the elected members) and two advisory members (one appointed by the Governor and one by the Council).

67. The Internal Committee comprises the elected Chairman and any other members the Island Council may appoint. Its principal function is to organize and implement the works programme.

68. The latest elections to fill vacant seats on the Council and the Internal Committee were held during the first week of January 1972. There were 61 registered voters.

## Economic conditions

69. Pitcairn's revised estimated revenue and expenditure for 1971/72 were \$NZ 73,517 g/ and \$NZ 59,402, respectively, compared with \$NZ 80,592 and \$NZ 60,263 for 1970/71. Revenue included \$NZ 44,400 from stamp sales (\$NZ 61,020 for 1970/71); \$NZ 27,057 from interest and dividends (\$NZ 18,020 in the previous year); and \$NZ 1,460 from miscellaneous (\$NZ 1,552 in the previous year).

70. Sea communication is maintained by four shipping companies which collaborate to maintain a limited service schedule of cargo vessels travelling between New Zealand and Panama. This service provides for approximately bimonthly calls at Pitcairn in each direction.

## Social conditions

71. The population is self-employed. There is no permanent labour force, although the local administration sometimes hires workers for limited communal services. The rate of wages for casual labour performed for the Administration was 28 cents an hour in 1971.

72. There is one government health clinic, run in co-operation with the Seventh Day Adventist Church. The Government meets the cost of medical supplies and drugs.

## Educational conditions

73. In 1971, the school roll comprised 9 boys and 12 girls compared with 7 boys and 6 girls in 1970. Expenditure on education was \$NZ 12,662 compared with \$NZ 29,464 in 1970. In 1971, educational expenditure represented 16.59 per cent of total recurrent expenditure, compared with 15.7 per cent in 1970.

---

g/ The local currency is the New Zealand dollar (\$NZ). One New Zealand dollar equals approximately \$US 1.34.



GeneralPopulation

74. The first full census to be held in the British Solomon Islands occurred on 1 February 1970, and the report on the census was expected to be available in mid-1972. According to an estimate made in July 1971, the total population was 166,290, classified as follows: 154,590 Melanesians, 6,680 Polynesians, 2,450 Micronesians, 1,280 Europeans, 580 Chinese and 710 from other ethnic groups. This total may be compared with the estimated figure of 124,000 obtained from the sample census of November 1959. The population density varied from a maximum of 633 persons per square mile in Luanua, on Ontong Java, to a minimum of 2.72 per square mile on Vanikoro. The largest concentration of people was in Honiara, the capital, which had a population of 11,191 compared with 6,684 in 1965.

Cyclones

75. Early in December 1971, cyclone Ursula struck the eastern end of San Cristobal and left an estimated 2,500 people homeless and many food gardens and coconut groves destroyed. Although the disturbance in weather was felt over most of the Solomons, the intense damage was restricted to a relatively small area. In the first half of 1972, two more major cyclones struck wide areas of the Solomon Islands, causing much damage to forests and plantations in particular. Many people were rendered temporarily homeless or short of food. The problem was alleviated by relief measures taken by the Government.

Political and constitutional developmentsHigh Commissioner

76. The administration of the Territory continues to be the responsibility of the High Commissioner for the Western Pacific who resides at Honiara. The High Commissioner is obliged to consult the Governing Council in the formulation of policy and in the exercise of all powers conferred upon him by the Constitution or by any other laws at present in force which are not specifically exercisable by the High Commissioner in his discretion or any power relating to defence, external affairs, internal security, the police or the public service. In those cases in which the High Commissioner is required to consult the Governing Council, he may act contrary to the Council's advice, if he considers it to be in the interest of public order, public faith or good government. In such cases, he is responsible to a United Kingdom Secretary of State. The High Commissioner also has certain financial and administrative powers.

---

<sup>h/</sup> This section is based on published reports and on the information transmitted to the Secretary-General by the Government of the United Kingdom under Article 73 e of the Charter of the United Nations on 19 July 1972 for the year ending 31 December 1971.



## Governing Council

77. The present Constitution, which came into operation in April 1970, provided for a single Governing Council with executive committees to replace the legislative and executive councils and, for the first time, an elected majority. A general election based on universal adult suffrage was held in May and June 1970.

78. When the Governing Council was first constituted in July, it was composed of three ex officio, six public service and 17 elected members. During 1971, the public service members were gradually withdrawn. The chairmen of five of the six committees are drawn from among the elected members of the Council. The Finance Committee is under the chairmanship of the Financial Secretary; its members are the chairmen of the other committees.

79. When functioning as a legislature, the Governing Council meets in public, presided over by a senior Solomon Islander civil servant appointed in 1971. When functioning as an executive, the Council meets in private under the chairmanship of the High Commissioner.

80. At the next general election, in April and May 1973, the number of elected members of the Council will be increased to 24.

## National party

81. At a public meeting in Honiara, plans were announced for the creation of a new political group, to be known as the Solomons United National Party. The new party had the backing of Mr. David Kausimae, member of the Governing Council for South-Central Malaita.

## Local government

82. The local government system in the Solomon Islands remains unchanged. The Territory is divided into four administrative districts, each under a district commissioner. Within these districts, local councils have been established in all areas (except for two small outlying islands, Tikopia and Anuta), and they administer a wide range of local services. With the formation of district development committees, the local councils were reportedly given added responsibilities, including that of advising on the priorities of development schemes within the areas of their jurisdiction.

83. During 1971, the five councils in the Western District were amalgamated to form a single council; there are now 18 councils established under the Local Government Ordinance. The Honiara Town Council, inaugurated in 1958, was at first a nominated body under the chairmanship of the District Commissioner. It was reconstituted in 1969 and now consists of 12 elected members and three nominated members.

84. The majority of council revenues are derived mainly from an annual basic rate amounting to an estimated \$A 140,000, i/ out of a total revenue of about \$A 350,000. There were about 20,000 rate payers in 1971. Rates vary from \$A 1 in some remote islands to \$A 10 in a few richer areas. The average rate is about \$A 5 per year. Other revenue is obtained from local court fees and fines, licences, bank interest, fees for services, grants from the central Government and sundry minor accounts. The Local Councils Loan Fund had approved loans totalling \$A 43,110 by the end of 1970.

85. Despite the steady progress of some councils, a number of them are not yet effective units of local administration and rely heavily on public servants to undertake duties which they should perform themselves. A Local Government Training Centre, instituted in 1967, provides courses of instruction for local council officials and Native Court members. The effects of this training are now being reflected in the improved efficiency of local council officers, but the lack of satisfactory executive staff of the requisite educational background is undoubtedly the most difficult problem facing local councils. A scheme aimed at improving the whole executive and clerical staff of the councils became effective in 1972.

#### Future of the Territory

86. Following a decision taken in November 1971, a Select Committee on Constitutional Development was set up to consult public opinion on eventual changes in the Constitution. The Committee consisted of the Chief Secretary, the Financial Secretary, the Attorney-General and all of the elected members of the Governing Council. The Committee proposed no time-table for independence but recommended the retention of much of the present (1970) Constitution, with, however, some further progressive steps, including the introduction of a ministerial system and modification of the present committee arrangements.

87. During its tour of the islands to explain and seek comment on the proposals, the Select Committee met a disappointing response when submissions were sought. The Committee reported that apart from the educated élite, the people, in general, did not have a clear idea about the present Constitution and had difficulty in understanding the concept of belonging to a single nation. In this connexion, it should be recalled that when Miss E. J. Emery of the United Kingdom Department of Pacific Dependent Territories, toured the Solomon Islands in April 1972 with Mr. Anthony Kershaw (see paragraph 12 above), she expressed the view that there was an urgent need to develop a greater sense of national identity among the islanders in order to overcome their rather strong feelings of regionalism. Subsequently, under the sponsorship of the United Nations Development Programme (UNDP), groups of members visited independent Samoa and Tonga in the Pacific to study their systems of government.

---

i/ The local currency is the Australian dollar (\$A). One Australian dollar equals approximately \$US 1.42.

88. The report of the Select Committee was published in the Territory on 6 November 1972, and a motion to take note of the report was debated and adopted unanimously by the Governing Council on 15 November 1972. Decisions on the proposals set out in the report are to be taken when the new Council meets in July 1973.

89. The recommendations contained in the report include the abolition of government by committees; the formation of an executive composed of a chief minister and a council of from four to six ministers to govern in place of the full Governing Council meeting in private; and the creation of a legislative assembly. The Chief Minister would take over from the High Commissioner as head of the Council of Ministers some time during the next Government's term of office, which, according to the report, should be extended to four years instead of the present three.

90. The title of High Commissioner would be changed to Governor, considered a more fitting and less confusing title for a country approaching self-government. The High Commissioner's present powers would remain unchanged. The Chief Secretary would become Deputy Governor.

91. The attempt to "solomonize" the Constitution by creating an upper house of the legislature (for example, a Council of Chiefs or Elders), was largely abandoned because of practical difficulties.

92. Among other points discussed at the meetings of the Select Committee during its tour was the urgent need to develop and improve conditions in rural areas and to strengthen the effectiveness of local councils in serving their areas of responsibility.

93. In November 1972, the Governing Council was reported to have unanimously rejected a motion, adopted in October 1971, by a combined meeting of Bougainville local government councils (Papua New Guinea), suggesting that the Western District break away to join Bougainville. This was considered by some as a means of emphasizing the strong desire of council members to make Bougainville a part of the Solomon Islands. The motion was initiated by Mr. Remisio Eresi, member for Choiseul and the Shortland Islands, which adjoin Bougainville. Mr. Eresi blamed European colonialists for dividing the people of southern Bougainville from their relations in the Shortlands but stated that no colonial Power had been able to break their blood ties.

#### Public service

94. The composition of the public service at January 1972, compared with the previous two years, was reported to be as follows:

<u>Posts</u>	<u>1970</u>		<u>1971</u>		<u>1972</u>	
	<u>Number</u>	<u>Percentage</u>	<u>Number</u>	<u>Percentage</u>	<u>Number</u>	<u>Percentage</u>
Solomon Islanders	1,660.	71.9	1,725	71.6	1,599	70.3
Expatriate officers designated under the overseas service aid scheme	279	12.0	319	13.2	315	13.8
Non-designated officers, including temporary officers from overseas	80	3.5	77	3.2	72	3.2
Vacant posts	<u>288</u>	12.6	<u>290</u>	12.0	<u>289</u>	12.7
Total	2,307		2,411		2,275	

95. A survey of the public service, published in May 1970, examined in detail the composition of the service, its growth since 1965 and the planning of "localization" and training. The survey was updated to show the position as at January 1971. It appeared that, although over 70 per cent of the public service posts were occupied by Solomon Islanders, localization could be of some significance only in that area of the service in which it was traditional to employ expatriates. In 1965, only seven Solomon Islanders were in the "effective localization area"; in 1970, there were 80, and in 1971 there were 137, representing a 24 per cent localization of posts. A paper entitled "The Localization of the public service 1971/74" was presented to the Governing Council as an interim plan for the period of the current development programme, after which it was envisaged that 40 per cent of the posts in the localization sector would have been filled by Solomon Islanders. The Governing Council took note of the report.

96. In September 1972, it was reported that about 200 local civil servants had been told at a meeting in Honiara in April that their salaries would be revised in 1973. They were also told that it had been impossible to respond sooner to, and in favour of, the requests made in July 1971 by members of the Solomon Islands Civil Servants Association, because an investigation first had to be conducted into the various posts in the civil service. The Association requested a revision of salaries and conditions of service and an interim allowance to be paid to local officers until the revision was effected. Strong demands were made for an immediate cost-of-living allowance to offset what members claimed were uneconomic salaries paid to them in accordance with the basic minimum monthly wage of just over \$A 34, set in 1968.

97. It was further reported that, on 1 December 1971, having failed to receive any response from the Secretary of State for Foreign and Commonwealth Affairs concerning the cost-of-living increase, more than 600 of the Territory's civil servants stopped work and marched in protest. More than 20 per cent of the marchers were estimated to be women. On 4 December, the United Kingdom Government

reported that the Civil Servants Association would receive an interim cost-of-living award, but that the Solomon Islands Government would have to provide the funds from its present revenue. The territorial Government has apparently agreed to this procedure.

### Economic conditions

#### General

98. The Territory's principal natural resources are its agricultural land, coconut palms, fisheries, forests and minerals. It specializes in the production of a few agricultural commodities for export, mainly copra and timber, and depends heavily on imported goods to satisfy local requirements. In 1971, agreement was reached with the Taiyo Fisheries Company of Japan for a fishing survey of the territorial waters with a view to developing a fishing industry. The Territory is developing a light industry based on locally consumed products, and tourism is also being encouraged.

99. In 1971, the Territory's total external trade was \$A 23 million, compared with \$A 17 million in 1970. Exports were valued at \$A 8.8 million (\$A 6.9 million in 1970). Re-exports for the corresponding years amounted to \$A 426,000 and \$A 170,000, respectively. Imports totalled \$A 13.8 million (\$A 10 million in 1970).

100. A major part of the increase in both imports and exports can be attributed to the establishment of the fishing industry, which involved heavy imports of capital equipment and has also resulted in a significant new export trade.

101. Japan, the dominant export market for the Territory, increased its share of exports in the year under review from 52 to 58 per cent. This included the bulk of the Territory's timber, some copra and most of the fish. Australia took 12 per cent of total exports. The remaining 30 per cent consisted largely of copra, destined for western Europe, including the United Kingdom.

102. Imports of boats from Japan for the fishing industry amounted to over \$A 2 million in 1971 and largely accounted for the difference in the pattern of imports between that year and those preceding it. Boats also accounted for the high proportion of imports of machinery and transport equipment, which in 1971 was 42 per cent of the total, compared with 30 per cent in the previous year.

#### Sixth Development Plan

103. The Sixth Development Plan, which covers the period 1971-1974, sets the pace for a major transformation of the economy of the Territory. Some of its projections go well beyond the life of the plan itself. It anticipates private investment of between \$A 18.0 million to \$A 20.0 million during the period 1971-1975. Public sector spending is estimated at \$A 17.5 million, for the term of the plan and is currently running behind schedule. The over-all objective is stated as that of laying the basis for a substantial reduction in dependence on external sources for finance in the present decade.



104. In September 1972, it was reported that major developments in the private sector included a \$A 14-million bauxite project at Rennell, expansion of the timber industry, an oil-palm project and increased acreage and production of copra. Despite current low prices of copra and resulting set-backs to the industry, the plan envisages a target of an extra 22,000 tons of copra annually by 1980 and an extra 45,000 tons a year by 1985. This increase would reportedly make a copra mill a viable proposition.

105. Under the plan, a total of \$A 4.5 million has been allocated for the development of natural resources, of which \$A 2.7 million would be used for agricultural projects ranging from acquisition of land for oil palm plantations to an extension of educational services. Basic objectives of the current investment are to ensure the rehabilitation of small-holders' coconut plantations, the development of oil palm as a second crop by 1980, the building up of the meat industry, self-sufficiency in rice and the development of cocoa and spices on an economic basis. In addition, a system of "opportunity areas" has been evolved; following land and soil surveys, the Governing Council proclaimed certain areas as such and built feeder roads into them in the hope that the people would settle and farm them. The fundamental importance of agriculture to the economy of the Territory is implicit in the plan, which also encourages the replacement of scattered subsistence farming with a more disciplined commercial approach to agriculture.

106. The Sixth Development Plan has provided \$A 1.2 million for industrial development, and a total of \$A 4.7 million is currently allocated for expenditure on health education and improved social services. An allocation of more than \$A 5.0 million has been made for the improvement of communications throughout the Territory. Finally, \$A 2.0 million has been allocated for the administrative sector.

107. A notable feature of the plan is the role of four development committees, one representing each district of the Territory. Established in September 1971, the committees initiate and implement local development projects financed by local governments, as well as advise and assist the central Government in implementing the national development plan at the district level. The committees involve the local community more closely in the implementation of the plan and thereby seek to ensure that the work of the central government planners is in harmony with local interests.

108. During the year under review, the implementation of approved projects within the plan was reportedly well under way. Out of a total of 236 individual projects in the plan, 109 project applications for United Kingdom aid, covering proposed expenditures of \$A 9.3 million during the period 1 September 1971 to 31 March 1974, had been submitted to the Secretary of State. Of this number, 75 projects involving a total commitment of \$A 4.3 million had been approved by 31 December 1971. In addition, 24 projects involving a total commitment of \$A 1.9 million were approved before completion of the drafting of the Sixth Development Plan. These were still current at the end of the year.



## Land

109. The Territory had two formalized systems of land holding: registered land and land held under documentary title. According to the administering Power, an important interest in land, held by authority of the Commissioner of Lands, is known as a "fixed-term estate". This is defined as the right to occupy, use and enjoy the land and its produce for a fixed period. This right is subject to the payment of any rent and the performance of any obligations incident to the estate and subject to such restrictions as may be imposed under law. The owner of a fixed-term estate may dispose of any part of it during his lifetime or at his death by a will. The law specifically forbids dealings in customary land between Solomon Islanders and non-Solomon Islanders, except in special circumstances in accordance with customary usage.

110. Owing to shortages of staff, no new areas for land settlement were designated in 1971. Registration of areas previously designated continued, however, and 15 parcels comprising 55.04 hectares were entered on the register. The committee appointed by the High Commissioner in 1970 to examine the extent and nature of the need for registration of land submitted its report for consideration during the year under review.

111. During the period under review, 250 parcels of land previously held under unregistered documentary title, totalling 17,000 hectares, were registered for the first time, and 430 transactions were registered. In addition, 176 applications were outstanding. Thus, the rate of transactions was doubled, as had been forecast for the two-year period ending 31 December 1971. With more land coming on to the register and the accelerating pace of development in the Territory, the rate was expected to double once again during 1972.

## Agriculture

112. In 1971, over-all production of copra amounted to 25,731 tons, of which 14,329 tons were produced by Solomon Islanders and 11,402 tons were produced by plantations. This reflected an increase of 851 tons in the Solomon Islander sector and 666 tons in the plantation sector over the 1970 output. The over-all increase of 1,507 tons, which is a record, was explained by the recovery of palms from successive cyclones during the 1966-1970 period, the coming into bearing of new plantings and the use of fertilizers, mainly in the plantation sector.

113. During the period under review, the Copra Board maintained buying points at the three main ports of Gizo, Yandina and Honiara. The quality of the copra offered for sale showed a slight improvement over that of the previous year. At the beginning of 1971, copra prices were \$A 130 per ton for first grade, \$A 126 for second grade and \$A 116 for third grade. In February and March, the prices rose by \$A 10, after which there was a steady decline. By the end of 1971, prices had reached \$A 100, \$A 96 and \$A 86, respectively.

114. It was reported that in March 1972 the Copra Board was offering \$A 80 for a ton of first-grade copra, losing \$A 14 for each ton it purchased. In order to alleviate the effects of this dramatic drop in price, the Director of the Agricultural Department, who is also Chairman of the Copra Board, has been emphasizing the Department's plans for economic diversification.

115. Cocoa remained an important minor export crop; production totalled 117.3 tons in 1971, compared with 128.4 in 1970. Commercial rice production rose to 1,780 tons (1,500 tons in 1970), owing to the increase in the acreage of dry-land rice from 1,752 acres to 2,600 acres. The acreage for cultivation of the oil palm was expanded to 120 acres during 1971, and a further 880 acres were to be planted during the remaining months of the planting period (to April 1972). Research into coconuts, cocoa, oil palm, rice and other crops was continued, with special attention to the development of major cash crops.

#### Livestock

116. During 1971, there were 13,619 head of cattle in the Territory, an increase of 1,520 head (11.7 per cent) over the previous year. The distribution of ownership was as follows: plantations, 10,785 head; missions, 1,004 head; Solomon Island farmers, 1,527 head; and Government, 303 head. A breeding herd of cattle was established by the Government at Tenavatu on the Guadalcanal plains following the arrival of 99 head from Australia in July. The herd, valued at \$A 43,000, was donated through the Australian South Pacific Aid Programme. Its purpose is to supply high-grade bulls and to cull heifers for distribution and steers for fattening. Another aim of the government breeding station at Tenavatu is to supply limited numbers of goats, pigs, poultry, ducks and geese to farmers.

#### Fisheries

117. Following completion of the survey on skipjack fishing undertaken by the Taiyo Fisheries Company of Japan, negotiations between the company and the National Resources Committee of the Solomon Islands Government reportedly resulted in the formation of Solomons Taiyo, Ltd.

118. According to reports, Taiyo Fisheries is to contribute all the financing after paying royalties to carry out the survey; it must give the territorial Government an immediate 25 per cent share of the catch in return for exclusive foreign fishing rights to skipjack and other tuna-like fish for the next 10 years; it must sell a further 24 per cent share to the Government whenever the Government requests it. Taiyo Fisheries must expand utilization of local equipment and personnel, beginning with 10 per cent of the catcher boats in 1974 and increasing to 90 per cent by 1982 and beginning with 30 per cent of Solomon Islanders at sea (86 per cent on shore) in 1974 and increasing to 60 per cent at sea (90 per cent on shore) by 1977. Taiyo Fisheries must also maintain shore freezers and cold storage and other on-shore processing facilities; establish a cannery; provide all expert assistance and management personnel; pay a 10 per cent export duty on all skipjack exported (with a 3 per cent concession in the first two years and 1 per cent in the third year) based on f.o.b. value; and pay taxes on eventual dividends, as well as a 15 per cent tax on interest on overseas borrowings.

119. Taiyo Fisheries will obtain, in return, the right to catch 30,000 metric tons of skipjack a year. It was anticipated that government revenue from duties will exceed \$A 300,000, even in the first year of operation. In 1971, 4,099 tons of fish

were exported at a value of \$A 1,237,839, whereas in 1970 the industry was not in existence. Based on the survey referred to above, the skipjack tuna available in the waters of the Solomon Islands is valued at \$A 4.5 million.

120. Nevertheless, the venture has reportedly provoked a wave of protests from village fishermen who believe that bait fishing close to shore (Taiyo Fisheries is not allowed to operate closer than 500 yards from the coastline) will reduce the catch available to the local population. The damaging effects of a cyclone in 1972 intensified negative reaction to the fishing agreement.

121. Other developments in the fishing industry included improvements in the operation of the locally based Coral Seas Fishing Company. Among the measures being taken by the company are the construction of refrigeration plants at various locations and surveys of the waters of the outer islands to determine their resources.

### Forestry

122. The target for replanting timber species remained at 5,000 acres annually; the rate of timber production was expected to increase to a limit of 20 million cubic feet (log volume) annually by 1975. The question of the type of regeneration most suited to the country's economy continued unresolved. The year under review was one of concern to the timber industry because of increasing marketing difficulties in Japan. Log exports increased, nevertheless, to over 9 million cubic feet, from 8 million cubic feet in 1970. The total value of timber production exceeded \$A 3.5 million. It was reported that the Shortland Development Company, which had previously accounted for about 10 per cent of the Territory's timber exports, had suspended operations in 1972.

### Mining

123. During the year under review, prospecting licences were issued for more than 1 million acres, or 12 per cent of the land area of the Territory. Company expenditure on prospecting exceeded \$A 1.0 million and provided employment for about 200 Solomon Islanders. Among the minerals being sought are bauxite, nickel, copper, manganese and gold.

124. In May 1971, an agreement was reached with the Mitsui Mining and Smelting Company of Japan for the trial mining of bauxite on Rennell Island. The first shipment of bauxite was made in April 1972. Further negotiations between Mitsui and the Government were to take place in November 1972.

125. In September 1972, the South Pacific Petroleum Company was reported to have applied for prospecting rights in the area of the Manning Straits.

### Tourism

126. On 1 February 1972, a new ordinance was adopted with the aim of strengthening the Solomon Islands Tourist Authority. It is designed to protect both tourists and islanders from speculation and to promote the orderly growth of the tourist

industry, with due regard to customs, culture, traditions, beliefs and the welfare of the Solomon Islanders. The ordinance will empower the Authority to inspect and license hotels, shops and any other undertaking which may have dealings with tourists.

127. Work was started on major expansion plans for two of the three hotels in Honiara. When completed, the expansion will increase the number of tourist beds available from 49 to 119.

128. Rental car services operated throughout the year on Honiara, and a similar service was introduced in Anki.

#### Public finance

129. A planning unit was established in May 1971 to co-ordinate the implementation of the Sixth Development Plan. Its functions include the processing of applications for United Kingdom aid, supervision of work on approved projects and general supervision of capital expenditure. In consultation with the appropriate committees of the Governing Council, the Finance Branch regularly reviewed the financial allocations for, and the priorities of, individual projects within each sector of the plan.

130. According to the report of the administering Power, revenue and expenditure for 1970 and 1971 were as follows:

	<u>1970</u>	<u>1971</u>
	(million Australian dollars)	
Recurrent revenue	4.5	5.2
Import, export and excise duties	...	2.4
United Kingdom development aid	2.1	2.6
United Kingdom grant-in-aid	2.3	1.8
Recurrent expenditure	6.8	7.3
Capital expenditure	2.4	2.3

Revenue from various duties (see above) amounted to approximately 50 per cent of all locally raised revenue. According to the administering Power, estimated expenditure for 1973 will amount to \$A 12.5 million, of which \$A 6.0 million is to be raised locally and the remainder is to be provided by a United Kingdom grant.

#### Transport and communications

131. Development of a basic infrastructure is an important part of the Sixth Development Plan, with more than \$A 5.0 million allocated for improved communications. With a small population scattered throughout a series of islands dispersed over 1,000 miles of ocean, the difficulty of communications is one of

the biggest problems in the Solomons. At present, there are only 176 miles of main road and just over 400 miles of secondary roads throughout the Territory. Under the Development Plan, the sum of \$A 2.6 million has been allocated for new roads in an endeavour to develop a basic transportation pattern.

132. Transport between the islands is provided mainly by numerous small boats and by Sol Air, a small, privately owned airline operating with two Beech Barons and one Norman Islander. Sol Air, which operates without a subsidy, now carries more than 14,000 passengers a year. Two jets a week fly to the Solomons from Fiji or New Guinea. It was reported in September 1972 that Trans-Australian Airlines had applied for authorization to operate a service from Brisbane to Honiara. The return journey the following day would be on the same route and would enable passengers to avoid an overnight stop at Port Moresby. On 3 June 1972, Air Pacific (out of Fiji) was to introduce a weekly service between Tarawa in the Gilbert Islands and Honiara.

### Social conditions

#### Labour

133. The total labour force in 1971 was 13,642, compared with 13,690 in 1970. Of this number, the Government employed 3,357 (3,525 in 1970). The acute shortage of skilled Solomon Islanders continued to be offset by the employment of expatriates, who numbered 1,037 in all categories at the end of June 1971, compared with 1,120 in 1970. The figure for 1971 includes expatriate women. Immigrant workers with a skill not yet obtainable in the Solomon Islands may enter and work in the Territory on condition that their employers either train Solomon Islanders in the skill or pursue agreed schemes of training for Solomon Islanders. During the period under review, 930 women were in paid employment; of this number, 250 were in domestic service. Married workers accompanied by families represented about 15 per cent of the labour force.

134. Following a government review of the wage rates paid to its daily workers, new rates of pay were introduced in November 1971. Under these arrangements, the basic wages of newly engaged unskilled workers were \$A 1.05 per day paid monthly for a five-day working week of 40 hours. Long-term labourers and artisans received wages from \$A 1.10 per day through \$A 3.12 per day, according to skill and experience. Free housing, medical facilities and water were usually provided for highly rated workers.

135. A new contract for basic starting rates of pay was negotiated between the workers and management of the Allardyce Lumber Company on Santa Isabel. The company's proposals for an over-all increase of 18 per cent for basic starting rates and attached conditions were finally agreed upon, following a strike called by 219 workers. A Labour Department Inspector had been called in by the striking workers to hear their representations.



136. Over 200 workers were reportedly laid off by various employers in 1972. The Joy Biscuit factory was obliged to discharge 50 workers because of what they claimed to be high production costs aggravated by a rise in the prices of raw materials for bread and biscuit making. Two other firms discharged a total of 170 workers. In addition, 50 stevedores of the Honiara Port Authority, who went on strike on 4 May 1972, were all dismissed. The Acting Commissioner of Labour stated that the main grievances of the workers concerned wages and the value of rations issued to them.

#### Public health

137. The principal government medical institutions in 1971 comprised a central hospital in Honiara with 171 beds, three district and three rural hospitals with a total of 328 beds and a leprosarium. Missions maintained three hospitals with 275 beds, and many church centres provided medical service ranging from first-aid treatment to in-patient hospital care by qualified nurses.

138. The Malaria Eradication Programme expanded its operation in 1971. However, a rise of some 4 per cent in new cases of tuberculosis (the Territory's second most important endemic disease) was recorded in 1971: 366 new cases, compared with 340 in 1970. There were also 38 new cases of leprosy, compared with 34 in 1970.

139. Expenditure on public health was estimated at \$A 1,092,530 in 1971, compared with an actual expenditure of \$A 1,064,833 in 1970.

#### Educational conditions

140. Educational policy for the years 1968 to 1972 was set out in a White Paper on education, approved by the former Legislative Council at the end of 1967. The main provisions of the policy have been explained in earlier reports of the Special Committee. In addition, attention is now being given to the educational proposals contained in the Sixth Development Plan.

141. These proposals were debated and approved at the May 1971 meeting of the Governing Council. Although the proposals include provisions for substantial expenditure at all educational levels, they pay particular attention to secondary, technical and tertiary training. At the secondary level, for the first time, substantial capital grants will be made, as well as boarding and increased salary and equipment grants.

142. Education remains largely in the hands of the churches. In general, direct government participation is mainly in the field of secondary education, teacher-training and higher education overseas, as well as assistance to the churches and local councils in providing primary education. Education is not compulsory, and fees are payable in the majority of schools.



143. Primary education is provided in a seven-year course, divided into junior courses (standards 1-4) and senior courses (standards 5-7). Children are encouraged to enter standard 1 at the age of 7. The number of registered schools at 1 March 1971 was 390, compared with 418 in 1970. Of this number, 5 were government schools and 28 were local council schools. The number of students in the primary schools was 25,057, compared with 21,270 in 1970.

144. Implementation of the proposals for the expansion of secondary education was begun in 1971. The secondary selection tests took place in September 1971, and the acceptance lists for all secondary schools were published in October. From a total of 1,833 candidates, 488 were selected for entry (357 boys and 131 girls). The total enrolment in the six registered secondary schools was 1,155, compared with 1,042 in 1970.

## CHAPTER XVI\*

### NIUE AND THE TOKELAU ISLANDS

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 902nd meeting on 23 February 1973, the Special Committee, by approving the sixty-eighth report of the Working Group (A/AC.109/L.841), decided, inter alia, to refer Niue and the Tokelau Islands to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 915th and 916th meetings on 13 and 15 June 1973.
3. In its consideration of the item, the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session". The Committee also took into account other resolutions of the General Assembly, particularly resolution 2986 (XXVII) of 14 December 1972 concerning Niue and the Tokelau Islands, by paragraph 9 of which the Assembly requested the Committee "to continue to examine this question and to report thereon to the General Assembly at its twenty-eighth session".
4. During its consideration of the Territories, the Special Committee had before it working papers prepared by the Secretariat (see annex to the present chapter) containing information on action previously taken by the Committee as well as by the General Assembly, and on the latest developments concerning the Territories.
5. The representative of New Zealand, as the administering Power concerned, participated in the work of the Special Committee during its consideration of the item.
6. At the 915th meeting, on 13 June 1973, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/PV.915 and Corr.1), introduced the report of that Sub-Committee (A/AC.109/L.872) containing an account of its consideration of the Territories (A/AC.109/SC.3/SR.167-169, 173 and 174). Statements were made by the representative of New Zealand and by the Chairman (A/AC.109/PV.915 and Corr.1).

---

\* Chapter III (A/9023 (Part II)) of the Special Committee's report also relates to the present chapter.

7. At its 916th meeting, on 15 June 1973, the Special Committee adopted without objection the report of Sub-Committee II and endorsed the conclusions and recommendations contained therein (see paragraph 9 below). Statements were subsequently made by the representative of New Zealand, the Chairman and by the representative of Ethiopia, speaking as the Chairman of Sub-Committee II (A/AC.109/PV.916).

8. On 19 June, the text of the conclusions and recommendations was transmitted to the Permanent Representative of New Zealand to the United Nations for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

9. The text of the conclusions and recommendations adopted by the Special Committee at its 916th meeting, on 15 June, to which reference is made in paragraph 7 above, is reproduced below.

(1) The Special Committee reaffirms the inalienable right of the peoples of Niue and the Tokelau Islands to self-determination in conformity with the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in General Assembly resolution 1514 (XV) of 14 December 1960.

(2) Fully aware of the special circumstances of these Territories owing to such factors as their size, geographical location, population and limited natural resources, the Special Committee reiterates the view that these circumstances should in no way delay the full and speedy implementation of the Declaration which applies to these Territories.

(3) The Special Committee welcomes the extensive co-operation which the Government of New Zealand, as the administering Power concerned, has been according to the Committee in the consideration of the question of the two Territories, in particular by having invited the United Nations to send a visiting mission in 1972. It considers this to be an example of close co-operation by the administering Power with the Committee in the implementation of the Declaration with respect to Niue and the Tokelau Islands.

(4) Concerning the Territory of Niue, the Special Committee welcomes the statement of the administering Power that, following the dispatch of a United Nations Visiting Mission to Niue in 1972, a time-table has been agreed upon between the administering Power and the Government of Niue to bring the people of the Territory to the exercise of their right to self-determination, and that a new constitution is to be drafted for consideration by the Niue Island Legislative Assembly.

(5) The Special Committee considers that the draft 1973 amendment to the Niue Act, 1966, providing for the appointment of a Niuean as Speaker of the Niue Island Legislative Assembly, as recommended by the Visiting Mission and as requested by the Legislative Assembly, will serve to give the people a greater sense of identity with, and responsibility to, their own Government. The Special

Committee also commends the administering Power for the steps which it has taken to provide the services of a qualified judge, as recommended by the Visiting Mission, to serve as Judge of the High Court of Niue in place of the Resident Commissioner.

(6) The Special Committee notes the proposed arrangements for an independent public service and is of the opinion that these steps should, for the present, assist in dispelling the fears expressed to the Visiting Mission by some members of the public service. It reiterates, however, the recommendation of the Visiting Mission that the future constitution of a self-governing Niue should make adequate provision for the maintenance of an independent civil service commission as a safeguard against undue political influence.

(7) With regard to economic developments in Niue, the Special Committee notes the statement of the representative of the administering Power that existing trading arrangements will be maintained and financial assistance continued. It welcomes the participation of the Territory in regional organizations, such as the South Pacific Conference and the Pacific Islands Producers Association, which serves to provide economic assistance to the Territory and to encourage those Niueans resident outside the Territory to identify themselves more closely with their homeland.

(8) With a view to discouraging emigration of Niueans to New Zealand, the Special Committee requests additional information from the administering Power on steps aimed at providing greater social amenities and economic opportunities for the youth of the island.

(9) The Special Committee welcomes the statement by the representative of the administering Power that a delegation from the Government of Niue will attend the relevant meetings of the twenty-eighth session of the General Assembly to provide detailed, first-hand knowledge of developments in the Territory and its future status. It also welcomes the fact that the act of self-determination, scheduled for the second half of 1974, will take place in the presence of a United Nations mission. This demonstrates the confidence which both the people of Niue and the Government of New Zealand have in the work of the Special Committee and, through it, of the United Nations.

(10) The Special Committee notes that the future of the Tokelau Islands is still under active consideration. It is also fully cognizant of the difficult economic situation of the Tokelauans in the face of the declining future of copra. In this regard, it notes the continued implementation of the Tokelau Islands Resettlement Scheme. It also notes the continuing efforts of the administering Power to focus attention on the possibilities open to the people of the Territory and to encourage them to seek solutions to their problems and to decide their future status for themselves in conformity with the Declaration contained in resolution 1514 (XV).

(11) The Special Committee notes with satisfaction the fruitful results of the 1972 Visiting Mission to Niue not only for the people of that Territory and the Government of the administering Power but also for the United Nations itself. It

clearly demonstrates that such missions are a vital element in the process of decolonization. It welcomes the confirmation by the administering Power concerning the invitation to the Special Committee to send a visiting mission to the Tokelau Islands, and expresses the hope that the forthcoming United Nations Mission to Niue will provide this opportunity.

Annex\*

WORKING PAPERS PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY . . . . .	1 - 2
B. INFORMATION ON THE TERRITORIES . . . . .	3 - 62
1. NIUE . . . . .	3 - 41
General . . . . .	3 - 5
Constitutional and political developments . . . . .	6 - 23
Economic conditions . . . . .	24 - 34
Social conditions . . . . .	35 - 39
Educational conditions . . . . .	40 - 41
2. TOKELAU ISLANDS . . . . .	42 - 62
General . . . . .	42
Constitutional and political developments . . . . .	43 - 49
Economic conditions . . . . .	50 - 56
Social conditions . . . . .	57 - 59
Educational conditions . . . . .	60 - 62

---

\* Previously issued under the symbol A/AC.109/L.855.



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

1. The Territories of Niue and the Tokelau Islands have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territories are set out in its reports to the General Assembly at its nineteenth and twenty-first to twenty-seventh sessions. a/

2. The text of the relevant conclusions and recommendations adopted by the Special Committee in 1972 in regard to the Territories and subsequently approved by the General Assembly at its twenty-seventh session, and the text of General Assembly resolution 2986 (XXVII) of 14 December 1972 which concerned the Territories of Niue and the Tokelau Islands have been made available to members of the Committee.

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

1. NIUE

General

3. Niue Island lies approximately 300 miles east of the Kingdom of Tonga and 350 miles south-east of the Samoan group. It has an area of about 100 square miles.

4. At 31 March 1972, the population totalled 4,988. Increasing numbers of Niueans are leaving the island each year. Excluding non-Niueans, the excess of departures over arrivals in the calendar years 1969, 1970 and 1971 has been 179, 308 and 382. During the same three years, the excess of Niuean births over deaths has been 174, 158 and 117, resulting in a net population loss of 420 for the three-year period. In 1971, the figure was 265, representing a loss of over 5 per cent in a single year. According to the administering Power, the commencement of a commercial air service in July 1971 has accelerated the rate of emigration.

---

a/ For the most recent, see Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1), chap. XIV, para. 27 (a) and (c); ibid., Twenty-sixth Session, Supplement No. 23 (A/8423/Rev.1), chap. XV, para. 9; ibid., Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XVI, paras. 12 and 13.

b/ The information contained in this section has been derived from published reports and from information transmitted to the Secretary-General by the Government of New Zealand under Article 73 e of the Charter of the United Nations on 24 August 1972, for the year ending 31 March 1972.

5. Niueans are New Zealand citizens and are therefore free to enter New Zealand without restriction. In 1972, there was a resident community of about 4,900 Niueans in New Zealand.

### Constitutional and political developments

#### Executive and legislative branches

6. Niue is included within the boundaries of New Zealand and is governed under authority of the Niue Act, 1966. Until 4 March 1972, the Resident Commissioner was charged with the executive government of Niue. Since then, the Executive Committee has been given the legal responsibility for the executive government of the Territory. Under the Niue Act, there is a Legislative Assembly of 14 members elected by universal adult suffrage. The Resident Commissioner serves as President of the Assembly. The Leader of Government and the three members of the Executive Committee are collectively responsible to the Assembly. The Resident Commissioner appoints the three members of the Executive Committee who are selected by the Leader of Government from among the members of the Assembly.

7. The Resident Commissioner is the Chief Administrative Officer of the Government. He is also required to report to the New Zealand Minister of Island Affairs on matters relating to Niue and to convey the views of the Government of New Zealand to the Government of Niue. He also acts as the Judge of the High Court of Niue if no judge of the High Court is available.

8. General elections were held on 18 March 1972, and on 28 March the new Legislative Assembly elected Mr. Robert R. Rex Leader of Government for a three-year term.

9. After the 1972 general election, the following reallocation of portfolios was announced by Mr. Rex as the Leader of Government: Dr. Enetama Lipitoa, health, justice, post office and radio; Mr. M. Y. Vivian, agriculture, economic development, tourism and education; and Mr. F. F. Lui, works and police. Mr. Rex assumed the portfolio for finance and government administration.

10. Legislation may be enacted by the New Zealand Parliament or the Niue Island Legislative Assembly, but the Parliament has been delegating progressively broader powers to the Assembly; in recent years, it has always consulted the Assembly before enacting any legislation concerning Niue. The Assembly may make ordinances on any but reserved subjects such as defence, external affairs and the title of the Crown to any land. All ordinances require the assent of the Resident Commissioner which, under the terms of the Niue Amendment Act, 1971, is now exercised on a recommendation of the Leader of Government. Since the 1971 Amendment Act came into force, the President of the Assembly no longer has the power to cast a deciding vote. The Assembly controls the appropriation of all government moneys, including New Zealand grants and loans and funds raised locally. Although any member of the Assembly may initiate legislation, any

financial measure must be approved by the Resident Commissioner before it is introduced. The sittings of the Assembly are conducted in English and Niuean and all proceedings are broadcast.

11. In June 1972, in response to an invitation, issued the previous year by the New Zealand Government, a United Nations mission visited Niue. It presented its report c/ to the Special Committee at its 877th meeting on 2 August 1972. Subsequently, at its 881st meeting, on 14 August, the Committee adopted the report and endorsed the conclusions and recommendations contained therein.

12. The Visiting Mission, in taking note of the provisions of the Niue Amendment Act, 1971, welcomed the changes which it considered had brought Niue a step further towards self-government. Nevertheless, it was of the opinion that there were areas in which immediate steps could be taken to reinforce these changes, such as formally embodying in the Constitution the provision to empower the Leader of Government to preside over the Executive Committee; the appointment of a Niuean as President of the Legislative Assembly, and the separation of the powers of the executive from those of the judiciary by putting an end to the practice of having the Resident Commissioner act as a judge. d/

13. The Visiting Mission also noted with satisfaction the formation by the Legislative Assembly of a Select Committee on Constitutional Development to examine ways and means for achieving further constitutional progress. e/

#### Future of the Territory

14. Earlier in its report, the Visiting Mission had stated that the overwhelming majority of the population was in favour of full internal self-government and that almost everyone maintained the position that the people wished to retain their Niuean identity. f/ Nevertheless, there was a consensus on one factor, namely, the desire to continue the close relationship with New Zealand in whatever form of self-government the Territory eventually attained. Almost everyone stressed the desire to retain New Zealand citizenship and free access to New Zealand. Emphasis had repeatedly been placed on the need for continued assistance from New Zealand.

15. The Visiting Mission was informed by members of the Executive Committee, all of whom were members of the Select Committee on Constitutional Development, that the latter planned to undertake and conclude its consultations with the people

---

c/ Official Records of the General Assembly, Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XVI, annex I.

d/ Ibid., paras. 272-274.

e/ Ibid., para. 275.

f/ Ibid., para. 267.

of Niue as soon as possible and to send a delegation to Wellington early in 1973. Before its departure from Wellington, the Mission was informed by the New Zealand Minister of Island Affairs that the Government of Niue had requested the services of its Constitutional Adviser, Professor R. Quentin-Baxter, and had also requested to visit Wellington early in 1973 to hold discussions with the New Zealand Government concerning constitutional matters. This action was taken almost immediately after the visit of the Mission, which considered it as an eloquent reaffirmation of its findings that the people of Niue were now firmly determined to proceed towards full self-government.

16. At the 2005th meeting of the Fourth Committee of the General Assembly, on 27 November 1972, the Permanent Representative of New Zealand stated that since the publication of the report of the Visiting Mission, further discussions had been held between Professor Quentin-Baxter and the Select Committee. The Select Committee's report and recommendations had been placed before the Legislative Assembly in November 1972. Subsequently, the Committee had held a series of meetings to explain its recommendations to the people of Niue and to assess their reactions. A special meeting had been scheduled and arrangements had been made for representatives of Niue to visit Wellington early in 1973 for detailed discussions with the New Zealand authorities. Further, in a letter addressed to the Leader of the Government, the New Zealand Government had given assurances on the continuation of assistance after the act of self-determination of Niue.

17. Subsequently, at its 2012th meeting, on 4 December 1972, the Fourth Committee was informed by the representative of New Zealand (A/C.4/757) that, on 21 November 1972, the Niue Island Legislative Assembly, after considering the report of the Select Committee, had resolved that the Government of Niue should inform the Government of New Zealand of the wish of the Government and people of Niue to achieve the status of full self-government in free association with New Zealand in 1974, on a date to be agreed upon by both Governments, and that a delegation of its members should visit New Zealand early in 1973 to discuss the formalities of implementing the Assembly's decision.

18. The Assembly also resolved that the delegation, led by the Leader of Government, should consist of the members for Hakupu (Mr. Vivian) and Namukulu (Dr. Lipitoa), and that it should discuss the implementation of the following proposals made by the Select Committee and endorsed by the Assembly:

- "(i) That the Niue Act, 1966, be amended in 1973 to provide for the appointment of a Niuean as President of the Island Assembly;
- "(ii) That the feasibility of the introduction from 1973 of periodic visits to Niue by a qualified judge be investigated;
- "(iii) That a constitution providing for a self-governing Niue in free association with New Zealand be drafted for consideration by the Assembly, such Constitution to provide for, inter alia:
  - "(a) The establishment of the position of Secretary to the Government of Niue as the Government's Chief Administrative Officer, responsible to the Executive Committee, and acting also as the delegate of the State Service Commission in matters of personnel administration;

- "(b) The retention of the services of the New Zealand State Services Commission as the authority responsible for the Niue Public Service, the Commission continuing to report to the Executive Committee except in matters relating to individual employees in which it would continue to act independently;
- "(c) The provisions for changes in the Constitution to require a two-thirds majority vote in the Assembly followed by a referendum approving the change by a two-thirds' majority of the voters of Niue;
- "(iv) That understandings be sought that New Zealand would remain responsible for the defence and external affairs of Niue, that existing trading arrangements would be maintained and financial assistance continued and that Niueans would remain New Zealand citizens;
- "(v) That New Zealand should continue to be represented in Niue after self-government by the establishment of the post of New Zealand Representative, the appointee to be resident in Niue."

19. The constitutional talks between the New Zealand Government and the delegation from the Niue Island Legislative Assembly took place in Wellington between 21 February and 2 March 1973. According to the communiqué issued at the conclusion of the talks, the Leader of Government of Niue had outlined to Mr. N. E. Kirk, the New Zealand Prime Minister, Mr. P. A. Amos, the Minister of Island Affairs, and to the members of the Island Affairs Committee of the New Zealand House of Representatives the specific proposals approved by the Niue Island Assembly in November 1972. It went on to state:

"New Zealand Ministers stated that it was New Zealand's wish that Niue should complete its constitutional development in accordance with the wishes of its people. Accordingly, the New Zealand Government was delighted that Niue had indicated so clearly what it wished its future status to be and offered its full co-operation in working out the content and timing of the final steps which required to be taken to enable Niue to achieve self-government.

"During the talks agreement was reached on a time-table for the completion of these steps by the end of 1974. It was agreed that there would be close consultation between the two Governments at all stages of the preparation of Niue's constitution.

"It was also agreed that Niueans would remain New Zealand citizens and that financial and other assistance would be maintained. The New Zealand Prime Minister stated that, in response to Niue's request, New Zealand would be pleased, following self-government, to appoint a New Zealand Representative to be resident in Niue. It was further agreed that New Zealand would remain responsible for the defence and foreign affairs of Niue.



"The Niuean delegation stated its desire to maintain and extend the present trading arrangements with New Zealand. New Zealand received these requests with full understanding and sympathy and stated that detailed talks would be held on these questions."

.....

20. The Leader of Government of Niue stated that his delegation was very pleased with the outcome of the talks. The New Zealand Prime Minister stated, inter alia, that he believed Niue's move to self-determination would serve to strengthen the traditional ties which linked the two countries.

21. On 22 February, a draft Niuean amendment bill was introduced in the New Zealand Parliament to provide that a Niuean would in future preside over the Niue Island Assembly. It would establish the office of Speaker and provide for his election by the members of the Assembly after each general election or when any vacancy would occur. The Speaker would, if he was a member of the Assembly, resign his seat. He would not have a vote. This change was proposed by the Select Committee on Constitutional Development and requested by the Niue Island Legislative Assembly in its resolution of 21 November 1972. It had also been recommended by the United Nations Visiting Mission to Niue (see paragraph 12 above).

#### Local government

22. The Village Councils Ordinance, 1967, provides the framework of the local government system. There are 14 village councils which operate in all villages; members are elected by secret ballot for a period of three years. The councils are responsible for village affairs, including water supplies, hygiene and community development. Their work is assisted by the co-operation of members of the Assembly, ministers and the traditional meetings of all the village people, at which the views of the heads of family chiefly prevail.

#### Public service

23. At 31 March 1972, there were 262 permanent locally appointed staff and 43 expatriate staff. The figures include teachers, nurses and others not classified as public servants in New Zealand. There were also 339 casual employees. The Resident Commissioner functions as the "permanent head" of the public service.

#### Economic conditions

24. Niue's economy is based on subsistence fishing and agriculture as well as on the production of a few cash crops. The deep waters off the coast of the island are fished mainly from canoes by the adult male population. Agriculture is difficult, owing to the rocky nature of the soil. Of the total area of approximately 64,900 acres it is estimated that 13,600 acres are in merchantable forest and 50,900 acres are available for agriculture. Roads and buildings occupy approximately 400 acres. Only part of the area available for agriculture is favourable for crop



cultivation, the remainder supporting only fern and scrub. A portion of the area, covered in fern has been developed and found to be suitable for pasture and livestock production. Most local farming is done on a shifting cultivation basis, and there are long intervals between crop production.

25. The Niue Development Board was inaugurated during 1966 and work was then begun on an Economic Development Plan covering a seven-year period from 1966 to 1973. It is financed to a large extent by New Zealand government aid. The basis of the Development Plan is the rehabilitation of the coconut industry. A revised programme in 1968 placed greater emphasis on cattle production and aimed at an expansion of coconut development blocks. The Board, which is self-supporting in machinery and manpower, provides assistance in a number of ventures: the cultivation of passion-fruit and limes, the erection of copra driers, the production of pandanus, a honey company, a building and joinery firm, a sewing business and a motor garage. It is considering the possibility of financial assistance to enable fishermen to improve their fishing techniques. A fishermen's association has also been established.

26. The 1968-1971 Development Programme had provided for the expenditure of \$NZ 200,000 g/ during the three-year period. The bulk of this financing was allocated to the coconut industry. A further grant of \$NZ 70,000 was made available for the erection of a fruit-processing factory during the period 1971-1974.

27. It is estimated that the areas utilized during the period under review for each of the main crops were as follows:

	<u>Acres</u>
Coconuts	5,000
Taros	350
Limes	42
Passion-fruit	35
Yams	25
Cassava	25
Kumaras (sweet potatoes)	35

28. There were approximately 530 cattle on Niue during the period under review, which, apart from two dairy herds, were being maintained in conjunction with coconuts grown under plantation methods. The slaughtering programme failed to meet the local demand for fresh meat. A small flock of 50 head of Perendale sheep was retained for experimental purposes. Livestock owned by Niueans consisted mainly of pigs and poultry.

29. The sawmill produced 188,000 super feet of timber for local housing and construction work during the year under review. An FAO/UNDP h/ forest management

---

g/ At the present rate of exchange, \$NZ 1.3272 equals approximately \$US 1.00.

h/ Food and Agriculture Organization of the United Nations/United Nations Development Programme.

consultant visited the Territory in 1970 to advise the Government on measures to enable the existing areas of merchantable forest to be managed on a sustained yield basis. His report was received in February 1972 and was being studied by the Government.

30. New Zealand is the destination of most of Niue's exports. About 80 per cent of its imports are also from New Zealand. Japan, Iran and Fiji, in that order, were the next largest suppliers of imports in 1971. Copra exports totalled 146 tons, valued at \$NZ 25,720. Other exports included 1,765 bags of kumaras, valued at \$NZ 5,781; 142,100 pounds of honey, valued at \$NZ 14,920; 154,703 pounds of passion-fruit, valued at \$NZ 48,125; and plaited ware (from pandanus), valued at \$NZ 5,512.

31. Total revenue from all sources does not cover expenditure and the New Zealand Government makes up the deficit with grants which are fixed every three years. In the year ending 31 March 1972, revenue and expenditure totalled \$NZ 980,219 and \$NZ 2,023,781 respectively. In the same period, aid given by New Zealand amounted to \$NZ 1,139,760.

32. The Hanan International Airport, which was officially opened in 1971, can handle most types of aircraft operating in the region. It is estimated that the total cost of upgrading communications and other facilities at the airport will reach \$NZ 1 million.

33. A regular, four-week shipping service was maintained by the Union Steamship Company. An additional 21 commercial and six other calls were made in the year under review.

34. In September 1971, work was started on a 40-bed guest house in Alofi South. Work was well advanced on the bedroom wing and the core block.

#### Social conditions

35. Reports on civil and political rights in Niue, including the right of self-determination and the right to independence, for the period July 1968 to June 1971 have been circulated previously (E/CN.4/1098/Add.16, pp. 2-6). According to the administering Power, race relations legislation was being drafted for submission to the Niue Government.

36. The basic wage rates as at 31 March 1972 were 30.5 cents (New Zealand) per hour for unskilled labour and 29.1 cents (New Zealand) per hour for wharf labour, with varying scales for skilled labour. No industrial workers' or employers' unions have been registered. A committee on which labour is represented determines special allowances for stevedoring.

37. Curative and preventive medical and dental services are integrated and are provided by the Health Department under the control of the Director of Health. There are no private medical or dental practitioners.

38. The hospital has 30 beds. During the year under review, the daily average of bed occupancy was 12.13. Mobile medical and dental services are available throughout the island.

39. Water supplies are obtained from roof catchments, one excavated well and 36 drilled bore-wells. In 1967, an agreement was signed by the World Health Organization (WHO), the United Nations Children's Fund (UNICEF) and the New Zealand Government to provide Niue with water piped from bores for domestic use, and to improve sanitary facilities in the village schools. The cost of the project is being shared equally by UNICEF, the Niue Government and the villagers. When completed, the present reliance on roof catchments with their attendant pollution risks will be virtually eliminated. Apart from minor details, work had been completed in eight villages and a start had been made in another five villages. Expenditure on health services amounted to \$NZ 75,229, or \$NZ 35.13 per head of population.

#### Educational conditions

40. Education is free and compulsory between the ages of 6 and 14, and the average duration of attendance is slightly more than 10 years. Virtually all primary-school leavers attend the Niue High School. At 31 March 1972, nine primary schools on Niue had a total enrolment of 1,325 pupils. Seven of the schools were staffed by Niuean teachers, one of whom holds the New Zealand Teachers' Certificate. The modern high school for pupils from Form II to Form V is staffed mainly by New Zealand certificated teachers, both Niuean and European. During the period under review there were 293 secondary-school pupils enrolled in the high school and 13 student-teachers at the Teachers' Training Centre. Students must go abroad to obtain additional higher education. Most of the overseas education is provided through the New Zealand Government Training Scheme.

41. At 31 March 1972, 45 long-term students, including 7 secondary pupils and 6 teacher trainees, were attending schools in New Zealand and Fiji under the training scheme. Expenditure on education for the year under review amounted to \$NZ 315,014.

## 2. TOKELAU ISLANDS

### General

42. The Tokelau Islands, which are administered by New Zealand, consist of the three atolls of Fakaofu, Nukunono and Atafu. Each atoll consists of a number of reef-bound islets encircling a lagoon. Nukunono is the largest atoll, being 1,350 acres in size; Fakaofu and Atafu have 650 and 500 acres respectively. The census held on 26 September 1971 showed the following population figures: Atafu, 632; Fakaofu, 625; and Nukunono, 398, a total of 1,655 persons. The corresponding figures for 1970 were 600, 679 and 408, a total of 1,687.

### Constitutional and political developments

43. The Tokelau Islands Administration Regulations, 1971, which came into force on 1 January 1972, provide for the New Zealand Secretary of Maori and Island Affairs to be the Administrator of the Territory. The Administrator is charged with administrative and executive functions in the Territory and is responsible to the Minister of Island Affairs in Wellington, New Zealand. Provision is also made for certain powers of the Administrator to be delegated to the District Officer of the Tokelau Islands Administration, located in Apia, Western Samoa, and to senior officers of the Maori and Island Affairs Department.

44. The basis of the Tokelau Islands legislative, administrative and judicial systems is the Tokelau Islands Act, 1948, and its amendments. New Zealand statute law does not apply to the Territory unless specifically indicated. The Governor-General of New Zealand may introduce such regulations as he thinks necessary for the peace, order and good government of the Tokelau Islands.

45. The Tokelau Islands Amendment Act, 1971, enacted during the year under review, amends those provisions of the Amendment Act, 1970, relating to the appointment and duration of the office of a Commissioner of the Court and the performance of his functions in case of his absence or incapacity.

46. The Tokelau Islands Amendment Act, 1970, gave the High Court of Niue civil and criminal jurisdiction in the Tokelau Islands as if it had been established as a supreme court of justice for the Tokelau Islands. It also gave the Supreme Court of New Zealand an original and appellate jurisdiction and provided for the appointment of a commissioner for each of the three atolls with power to exercise limited civil and criminal jurisdiction.

47. Under the Tokelau Islands Amendment Act, 1967, the New Zealand State Services Commission became the controlling authority of the Tokelau Islands Public Service. At 31 March 1972 there were 147 locally appointed employees and 11 expatriate staff. These figures include teachers, nurses and others not classified as public servants in New Zealand.

48. In June 1971, the New Zealand Government expressed its willingness to receive a small visiting mission to Niue and the Tokelau Islands at a suitable time in 1972, to enable the United Nations to obtain first-hand information on the wishes of the people, the situation prevailing in, and the problems being faced by, the two Territories. At its 832nd meeting, on 26 November 1971, the Special Committee decided, inter alia, that in the light of the information it had received from the representative of the administering Power, the Visiting Mission would only visit Niue in 1972. During the course of its stay in New Zealand, the Mission nevertheless had opportunities to visit the homes of Tokelauan families who had been resettled in New Zealand.

49. At the 2005th meeting of the Fourth Committee of the General Assembly, on 27 November 1972, the representative of New Zealand stated that the question of the future of the Tokelau Islands had long been a preoccupation of their people and their administrators. The problems faced by the Tokelauans were many and complex. Although final decisions had yet to be taken, the New Zealand Government had, in addition to continuing its programme of assistance, made every attempt to focus attention on the various possibilities open to the islanders. The future of the Tokelau Islands was thus still under active consideration. In its report for 1972, the Special Committee had expressed the hope that a visit to the Territory might soon become a reality. His Government shared this hope. The invitation remained open, and the administering Power stood ready to extend to such a visiting mission its fullest co-operation.

#### Economic conditions

50. The physical characteristics of the atolls allow very little scope for economic development and the limited resources have been sufficient only to meet the needs of the simple pattern of life followed by the people. Almost all land is held by customary title and tenure passes from generation to generation, being held by the head of a closely related family group, although some land is held in common. Indigenous inhabitants may dispose of their land among themselves according to their customs, but they may not alienate land by sale or gift to non-indigenous inhabitants other than the Crown.

51. The coconut palm, which is predominant in the atolls, provides a staple export in the form of copra. Other agricultural products are of a basic subsistence nature. Food crops consist of coconuts, pulaka, bread-fruit, ta'amu, pawpaw, the fruit of the edible pandanus and bananas. Livestock consists of pigs and fowls. Ocean and lagoon fish and shellfish are available in quantity and form a staple constituent of the diet.

52. With the co-operation of the joint UNDP South Pacific Commission Rhinoceros Beetle Research Programme, work continued on control measures for the rhinoceros beetle. The beetle was found at Nukunonu in 1963. There has been no evidence of it on either Atafu or Fakaofo. Ecological studies recently concluded show rat damage to coconuts at 30 or 40 per cent in some areas. The rat control programme continued in operation.



53. Local timber is used for building canoes and houses and for making domestic utensils; wood-work and plaited ware are marketed on a small scale.

54. Revenue is derived principally from: the export duty on copra, levied at the rate of 9.5 per cent ad valorem on the f.o.b. value at the port of Apia; a customs duty of 12.5 per cent ad valorem on all goods entering the group; trading profits; the sale of postage stamps; and revenue from telecommunication services. Total revenue for the year ended 31 March 1972 was \$NZ 24,860.

55. Expenditure for the year was \$NZ 259,504, as follows: administration, \$NZ 53,996; education, \$NZ 104,882; health, \$NZ 29,798; public works, \$NZ 30,122; capital works development, \$NZ 32,096; agriculture, \$NZ 2,655; post-office and radio, \$NZ 5,955. Financial aid from New Zealand for the triennium 1971/72 to 1973/74 totalled \$NZ 541,000.

56. The M.V. Aoniu, under charter to the Administration, made five trips to the group between April 1971 and February 1972. In December 1971, the first passenger liner, the Ocean Monarch, visited the Tokelaus, to transport education officers and Tokelaun scholarship children to New Zealand.

#### Social conditions

57. Reports on civil and political rights in the Tokelau Islands, including the right of self-determination and the right to independence, have been circulated previously (E/CN.4/1098/Add.16, pp. 6, 7). Provisions relating to the elimination of racial discrimination which obtain in metropolitan New Zealand are applicable in the Tokelau Islands. In practice, racial discrimination is not a problem because the inhabitants, except for nine expatriates, are of the same race.

58. The Tokelau Resettlement Scheme, by which inhabitants of the Tokelau Islands can, of their own choice, be resettled in New Zealand over a number of years, was continued. At 31 March 1972, 455 people had been resettled and approximately 50 more were expected to go to New Zealand during 1973.

59. The medical services of the Government of Western Samoa supplement the services available in the Territory; regular visits are made to the atolls by its medical staff. There are two Tokelaun medical officers, one of whom began a six-month in-service training course in New Zealand during the year.

#### Educational conditions

60. Three fully qualified and experienced New Zealand teaching couples, 27 trained Tokelaun teachers and 6 teacher-aides comprise the territorial educational service, which receives advisory assistance from the New Zealand Department of Education. The duties of the expatriate education officers are to help prepare intending migrants for life in the totally different environment of New Zealand. Attendance at schools is nearly 100 per cent.



61. The Tokelau Administration continued to award scholarships to enable Tokelauan children and public servants to receive secondary education, teacher-training and in-service training in Western Samoa. Under the New Zealand Government Training Scheme, 41 Tokelauans were training in New Zealand and Fiji during the year under review.

62. Educational expenditure under the New Zealand Training Scheme in 1971/72 was \$NZ 30,937. Total expenditure on education in 1971/72 amounted to \$NZ 104,882.

## CHAPTER XVII

### NEW HEBRIDES

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 902nd meeting on 23 February 1973, the Special Committee, by approving the sixty-eighth report of the Working Group (A/AC.109/L.841), decided, inter alia, to refer the New Hebrides to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 930th and 931st meetings, on 2 and 6 August 1973.
3. In its consideration of the item the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session". The Committee also took into account other resolutions of the General Assembly, particularly resolution 2984 (XXVII) of 14 December 1972 concerning 17 Territories, including the New Hebrides, by paragraph 11 of which the Assembly requested the Committee "to continue to give full consideration to this question, including the dispatch of visiting missions to those Territories...".
4. During its consideration of the Territory, 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 Committee as well as by the General Assembly, and on the latest developments concerning the Territory. 1/
5. The administering Powers did not participate in the work on the Special Committee during its consideration of the item.
6. At the 930th meeting, on 2 August 1973, following a statement by the Chairman concerning this lack of participation, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/PV.930 and Corr.1), introduced the report of the Sub-Committee (A/AC.109/L.887) containing an account of its consideration of the Territories (A/AC.109/SC.3/SR.173 to 177). Statements were also made by the representatives of Fiji and China (A/AC.109/PV.930 and Corr.1).
7. At its 931st meeting, on 6 August, the Special Committee adopted without objection the report of Sub-Committee II and endorsed the conclusions and recommendations contained therein (see paragraph 9 below) (A/AC.109/PV.931).

---

1/ Following completion of the item by the Special Committee, a written petition dated 6 August 1973 was received from the Reverend J. Bani, Chairman of the New Hebrides National Party (A/AC.109/PET.1252).

8. On 9 August, the text of the conclusions and recommendations was transmitted to the Permanent Representatives of France and the United Kingdom of Great Britain and Northern Ireland to the United Nations for the attention of their respective Governments.

#### B. DECISION OF THE SPECIAL COMMITTEE

9. The text of the conclusions and recommendations adopted by the Special Committee at its 931st meeting, on 6 August, to which reference is made in paragraph 7 above, is reproduced below.

(1) The Special Committee reaffirms the inalienable right of the people of the New Hebrides to self-determination in conformity with the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in General Assembly resolution 1514 (XV) of 14 December 1960.

(2) Fully aware of the problems peculiar to the Territory by virtue of its being a condominium and of other special circumstances, owing to such factors as its size, geographical location, population and limited natural resources, the Special Committee reiterates its view that these circumstances should in no way delay the speedy implementation of the Declaration contained in resolution 1514 (XV) which fully applies to the Territory. In this connexion, the administering Powers concerned should seek, in consultation with the people of the Territory and the Special Committee, a constructive approach to solving the special problems of the New Hebrides.

(3) The Special Committee reiterates its profound regret at the continued refusal of the administering Powers concerned, namely France and the United Kingdom of Great Britain and Northern Ireland, to co-operate with the Committee in its consideration of the question of the New Hebrides and to provide it with up-to-date and relevant information which would enable the Committee to assess the situation in the Territory and to play its proper role in helping to guide the people towards the exercise of their right to self-determination. Further, it regrets that, as a consequence, the Committee has been deprived of information essential in assisting it to formulate recommendations for the full and speedy implementation of the Declaration with respect to the Territory. The Committee accordingly urges the two Governments concerned to reconsider their attitude and to provide adequate information on the Territory.

(4) The Special Committee takes note that the Government of the Territory continues to be based on the outmoded Anglo-French Protocol of 1914, whereby three parallel administrations were established under the Joint Administration, namely the Joint (or condominium) Services, the French National Service and the British National Service. It reiterates its conviction that this system constitutes an obstacle to the political and economic advancement of the people and once more urges the administering Powers concerned to take the steps necessary to revise the form of government of the New Hebrides so as to transfer full governmental authority to the people of the Territory and to enable them to participate fully in the speedy implementation of resolution 1514 (XV).

(5) The Special Committee is distressed that the intentions of the administering Powers with regard to the Territory's future have not yet been made clear. In this connexion it recalls the desire expressed by the United Kingdom administration and by some indigenous inhabitants for the rapid transformation of the Advisory Council into a legislative assembly and for the creation of a local executive authority. It notes, however, that according to Joint Regulation No. 5 of 1973, signed by both Resident Commissioners, the Advisory Council has been prolonged for the calendar year 1973 or until a date for new elections has been set. The Committee therefore calls upon the administering Powers concerned to clarify the situation with a view to establishing at the earliest possible date representative, executive and legislative organs of government based, inter alia, on universal adult suffrage.

(6) Bearing in mind the increasing number of foreign companies which are being set up in the Territory, as well as the New Hebrides Companies Regulations which came into force in 1971 to control the establishment and operations of such companies, the Special Committee expresses the hope that the administering Powers are taking every step necessary to ensure that the local inhabitants of the New Hebrides will benefit from the revenues obtained from tax haven arrangements and the employment opportunities flowing therefrom.

(7) With regard to land tenure, the Special Committee considers that the wishes of the people of the Territory to control the sale of land should be respected. It further considers that those charged with effecting land transactions should be drawn from among the indigenous population concerned.

(8) The Special Committee is concerned over the state of the economy of the Territory which is based mainly on subsistence gardening and the production of copra: one has no potential growth and the other is largely affected by the fluctuating world market. The Committee therefore urges the administering Powers to consider ways to ensure that the Territory's dependence on copra production and export is recognized by the European Economic Community (EEC) when the New Hebrides becomes an associate member in 1975. In the meantime, it urges them to take whatever steps they deem necessary to diversify the economy in the immediate future.

(9) The Special Committee reiterates its regret that educational conditions continue to lag far behind the Territory's requirements. It urges the administering Powers to give due consideration to this vital field of development of the New Hebrides, thus preparing the people to take positive steps towards self-government and economic development. In this connexion, the Committee would welcome more detailed information on education and educational conditions and would like to know in particular whether a political education programme exists in the Territory.

(10) The Special Committee notes with satisfaction the assistance which the Territory is receiving from the United Nations family of organizations, namely the Food and Agriculture Organization of the United Nations (FAO), the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF). It expresses the hope that the administering Powers concerned will continue to facilitate international aid in areas of need in the Territory.

(11) Bearing in mind the invitation extended to it in 1971 by the national political movement of Na-griamel "to visit the country forthwith" and acknowledging that recent visiting missions to small Territories have demonstrated their usefulness, the Special Committee reiterates its firm view that such missions are a vital element in the participation of the United Nations in the process of decolonization and strongly urges the administering Powers concerned to reconsider their position and allow the early access of a visiting mission to the New Hebrides in order to enable the Committee to acquire adequate first-hand information on the situation prevailing in the Territory and to ascertain the views and wishes of the people concerning their future.

Annex\*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY . . . . .	1 - 2
B. INFORMATION ON THE TERRITORY . . . . .	3 - 67
1. GENERAL . . . . .	3 - 4
2. POLITICAL AND CONSTITUTIONAL DEVELOPMENTS . . . . .	5 - 17
3. ECONOMIC CONDITIONS . . . . .	18 - 55
4. SOCIAL CONDITIONS . . . . .	56 - 63
5. EDUCATIONAL CONDITIONS . . . . .	64 - 67

---

\* Previously issued under the symbol A/AC.109/L.870.



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

1. The Territory of the New Hebrides has been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territory are set out in the reports to the General Assembly at its nineteenth and twenty-first to twenty-seventh sessions. a/
2. The text of the conclusions and recommendations adopted by the General Assembly at its twenty-seventh session and the text of General Assembly resolution 2984 (XXVII) of 14 December 1972, which concerned 17 Territories, including the New Hebrides, have been made available to members of the Committee.

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

1. GENERAL

3. The New Hebrides form an irregular chain of islands in the south-western Pacific Ocean covering an area of 5,700 square miles (14,763 square kilometres). At 31 December 1971, according to the report of the Government of France the total population of the New Hebrides was estimated at 89,795 compared with 85,446 at 31 December 1970. Non-indigenous persons numbered 5,927, compared with 5,438 in the previous year. Of this number 4,033 were French citizens and persons electing to come under French jurisdiction in the Territory at the end of the year under review. This category includes Wallis Islanders, Tahitians, Viet-Namese and others. The British and ressortissants include Chinese, Fijians and Gilbertese.
4. The administrative headquarters of the New Hebrides is at Vila, on Efate, one of the 12 main islands. In 1972, it was estimated that the greater urban population of Vila was 12,000. A second township, known as Santo or Luganville, on the island of Espiritu Santo, had an estimated greater urban population of 4,500 in 1972.

---

a/ For the most recent, see Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1), chap. XIV, para. 26 (a) and (d); ibid., Twenty-sixth Session, Supplement No. 23 (A/8423/Rev.1), chap. XIV, para. 9; and ibid., Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XV, para. 9.

b/ This section is based on published reports and on information transmitted to the Secretary-General under Article 73 e of the Charter of the United Nations on 22 September 1972 by the United Kingdom of Great Britain and Northern Ireland for the year ending 31 December 1971 and, by France, on 13 November 1972 for the year ending 31 December 1971.

## 2. POLITICAL AND CONSTITUTIONAL DEVELOPMENTS

### Administration

5. As previously reported, the Territory forms a condominium administered jointly by France and the United Kingdom and is governed according to the terms of the Anglo-French Protocol of 6 August 1914. The joint and equal heads of the Administration are the British and French Resident Commissioners acting respectively on behalf of the British High Commissioner who resides at Honiara in the Solomon Islands and the French High Commissioner who resides at Nouméa in New Caledonia. The Joint Administration consists of the British National Service, the French National Service and the Joint (or Condominium) Services. Joint Services include the Treasury, public works and transport, posts and telegraphs, radio, lands, survey, agriculture, mines and meteorology, civil aviation, ports and marine services.

6. The national services consist of administrative, clerical, accounting, medical and educational officers. The latter two groups are primarily considered national matters although health and education are subsidized from the Condominium budget. Each service has its own set of estimates, the revenue of which derives mainly from each metropolitan Government.

### Legislature

7. The Advisory Council, which was enlarged in 1969, consists of 24 unofficial members (14 of whom are elected and 10 nominated) and 6 official members, including the British and French Resident Commissioners. It normally meets twice a year and is presided over by the two Resident Commissioners (or their deputies) as Co-Presidents. A Standing Committee, elected by the Council, meets between sessions and considers most draft legislation and many policy matters. In 1970, the Advisory Council adopted a motion for progressive development to a Legislative Council.

8. In 1971, the Co-Presidents of the Advisory Council were the French and the British Resident Commissioners. Official members also included the British Assistant Resident Commissioner and the French Chancellor, as well as two senior members of the Joint Administration. Non-official elected members from the European community were Messrs. W. Hamlyn-Harris, G. E. Seagoe, P. Delacroix and J. Ratard, leaving two vacancies. New Hebrideans included Messrs. Iolu Abbil (Tanna), William Mete (Erromango and Outer Islands), George Kalkoa (Efate), Chief Tom Tipoloamata (Epi/Shepherds), Frank Kenneth (Malekula), Michael Liliu (Ambrym/Paama/Pentecost) Michael Ala (Aoba/Maewo/Banks) and the Reverend Titus Path (Espiritu Santo/Malo).

9. European nominated members included Messrs. J. Chauveau, J. Russet, R. M. Gubbay, R. U. Paul, Father C. E. Verlingue, and D. A. Rawcliffe. The nominated New Hebrideans were Mrs. Madelaine Kalchichi, Dr. Makau Kalsakau, Father Gerard Leymang and Mr. Michel Noel.

10. On an official visit to the Pacific area, Mr. Pierre Messmer, then French Minister of State for Overseas Departments and Territories, stated at Vila on 27 May 1972 that "... certain Europeans and part of the Melanesian élite, want to see the Advisory Council transformed rapidly into a legislative assembly, and an executive authority created". He believed such measures premature, although a possibility for the future. He indicated that France was ready, in order to take into account "changing attitudes", to facilitate the carrying out of basic reforms.

#### Local government

11. In the middle of 1971, there were 21 local councils, elected to represent islands or districts throughout the group. Their responsibilities include law and order and the cleanliness and sanitation of their villages. The councils are encouraged to carry out some communal projects with grants from the Condominium to supplement local levies and taxes. These levies and taxes still require approval of the Resident Commissioners. There is also a Town Planning Commission in Vila, which has advisory functions. In Luganville (Espiritu Santo) an elected Town Council was established in 1966 to advise the Resident Commissioners on the expenditure of joint funds available for the Santo area. (Condominium Joint Regulation No. 4 of 1972 provided for the continued existence of the Luganville Advisory Town Council until 31 December 1972.)

12. Municipal councils based on the French commune principle have been recommended for Vila, Santo, Erakor and Mele. The Protocol was amended in April 1972 to permit the establishment of the councils.

#### Political parties

13. During 1971, the New Hebrides National Party emerged with a platform favouring independence in 15 or 20 years, and possibly self-government by 1980. On 13 July 1972, it was reported that 200 followers of the National Party had marched through Luganville armed with banners in support of the bans imposed by New Zealand and Australian trade unions on French shipping as a protest measure against the nuclear tests then being carried out at Mururoa Atoll in French Polynesia (Gambier Islands). A second march took place the following day, during which some 300 supporters of Na-griamel decided to celebrate the French national holiday by demonstrating for independence for the Territory.

14. In May 1972, following Mr. Messmer's statement, New Hebridean Viewpoints, the National Party newspaper, wrote: "The National Party does not advocate violence and does not wish to create a Black Power movement; nor does it want to create underground forces, but wishes to advise the two metropolitan Powers on what people are thinking and saying, and it hopes that Paris and London will negotiate with the people of the New Hebrides and not dictate."

### Judiciary

15. The Anglo-French Protocol of 6 August 1914 provided for the immediate introduction of three courts, namely, the Joint Court and the French and British national courts, and the subsequent formation of courts of first instance and Native courts. The Joint Court is a court of final adjudication in matters of purely condominium nature. One of its chief functions is that of a land court governing the registration of indefeasible titles to land. One of the two agents (administrative officers) of the district concerned sits on the native courts with two local assessors whom the agents are obliged to consult. The Native courts have jurisdiction throughout their district over offences against New Hebridean regulations and customs. British and French national courts administer their own national laws where British or French subjects are concerned, except in cases reserved for the Joint Court.

### Future of the Territory

16. In recent articles on the Territory, it has been reported that the United Kingdom was unmistakably moving towards early self-determination and independence. The United Kingdom had not given any indication of timing, but appeared to favour the creation of a legislative assembly followed by self-government, leading ultimately to independence. France, on the other hand, had been more concerned with establishing universal adult suffrage as the basis for elections of members of the various government councils and with allowing the councils to develop before taking up the issue of national self-government.

17. In his statement of 27 May, Mr. Messmer made it clear that the French Government saw the need for much greater economic development before any moves could be made towards self-rule. Although the Protocol was not immutable, according to the French Government, it "would be vain to think of hastily applying to the New Hebrides a façade of institutions destined above all else to appease international opinion". It has been reported, however, that citizenship has become a political issue with demands for some recognition of the rightful place of the New Hebrideans.

## 3. ECONOMIC CONDITIONS

### General

18. Most of the New Hebrides is mountainous and heavily forested; large areas of the interior are uninhabited. Its economy is based mainly on subsistence gardening and the production of copra, which is generally restricted to coastal plains and low plateaux. Coffee and cocoa are also produced, a cattle and meat (frozen and tinned) exporting industry is being developed and fish are frozen and exported. According to press reports, active measures are being taken to develop tourism.

19. The five-year development for the period 1971-1975, which envisaged an expenditure of \$A 8.8 million, c/ has received a major setback as a result of cyclones. In some areas, villages and plantations have been completely destroyed and damage throughout the Archipelago has been estimated at around \$A 750,000. The United Kingdom and France agreed in 1972 to provide \$A 400,000 each towards reconstruction in the Territory. The initial progress of the plan has been slow, owing to lack of experience and technical knowledge and to the cumbersome manner in which the bureaucracy of the Condominium works. The plan provides for an expenditure of \$A 1.5 million on developing natural resources; \$A 2.3 million on communications; \$A 3.0 million on public works; and \$A 1.9 million on urban development, including roads and housing.

#### Land tenure

20. As the Territory of the New Hebrides is not considered a territorial possession of either Power concerned, there are no Crown lands or their equivalent. The whole of the land area is held to belong, or to have belonged until alienated, to the indigenous inhabitants. The Protocol regulates the acquisition of unregistered land from indigenous persons and the registration of land claims. It also provides for the creation of inalienable indigenous reserves and for the control of sales of land by indigenous persons to non-indigenous persons. d/

21. It is reported that the French and British Resident Commissioners have rejected applications for six major subdivision schemes involving 5,500 acres on Espiritu Santo at Lokalee, Cape Queiros and Palekula. They took action under the provisions of Joint Regulation No. 15 of 1971, which requires all land subdividers to obtain the approval of the Resident Commissioners for their schemes, before the sale of blocks of land can be lawfully registered.

22. This regulation was introduced jointly by the administering Powers in response to a request by the Advisory Council that they should take steps to control the activities of foreign land speculation in the Territory. The legislation is aimed at preserving the Territory for the local inhabitants by preventing an influx of aliens which would upset the local social, political and economic balance. The regulation has aroused protests mainly from United States subdividers and has, in turn, produced counter-protests in favour of control by New Hebrideans. One subdivider, Amalgamated Land, Inc., has filed suit in Paris in a protest against the measure.

---

c/ The pound sterling and the French franc are legal tender in the Territory. The currencies in use, however, are the Australian dollar (\$A) and the New Hebrides franc (FNH). One Australian dollar equals 100 New Hebridean francs or approximately \$US 1.42.

d/ See Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1), chap. XIV, annex III.C, paras. 39-41; ibid., Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XV, annex, paras. 47-51.



23. Shortly after restrictive regulations were issued, the Hawaiian State Department of Regulating Agencies requested subdividers to suspend sales. It is reported that this has been done.

## Agriculture

### Copra

24. The New Hebrides is reported to be the second largest copra-producing Territory in the South Pacific, surpassed only by Papua New Guinea. Virtually all copra produced in the New Hebrides is exported, although there have been some small-scale local enterprises. Copra is exported mainly in bulk, although copra in sacks is exported to Japan.

25. Copra exports rose from 31,197 metric tons in 1970 to 34,035 metric tons in 1971 (31,795 tons to France and 2,239 tons to Japan). The total value of the quantity exported amounted to \$A 4,277,416 which represented only 33 per cent of the total value of exports, compared with 50 per cent in the previous year. This decrease in the proportion of total export receipts, attributable to copra, was due to the falling world price of copra at that time.

26. According to press reports, the future of the copra industry will depend largely on the European Economic Community (EEC), of which the New Hebrides will become an associate member in 1975. It was reported, however, that owing to the drop in the price of copra in 1971 and 1972, the majority of producers had stopped work. The New Hebridean farmers, whose random coconut pickings make up some 60 per cent of production, were said to be living off savings and reverting to subsistence farming, while expatriate planters were converting to beef or seeking other forms of crop diversification. Net returns to copra producers in 1970 and 1971 dropped from \$A 115 to \$A 27 a ton, and the plantation owners, faced with rising labour costs and political uncertainties, have not been planting in recent years, despite the favourable conditions for growing coconut palms.

### Cattle

27. Declining copra yields, low prices, labour problems and an increasing return from beef has reinforced the belief that cattle might be a more interesting agricultural proposition than copra. New pastures have therefore been developed. According to the United Kingdom, there were approximately 83,000 head of cattle in the Territory in 1971 (74,000 in 1970). France reported that there were 35,000 head on Espiritu Santo, 18,000 head on Efate and 20,000 on the other islands, a total of 73,000 head.

28. A recent survey of the Economist Intelligence Unit has urged establishment of an abattoir based on accepted international standards of hygiene, as part of a five-year programme to expand the industry and take advantage of the growing market for beef around the world and in particular in Japan, Singapore, Tahiti



and Malaysia, as well as in New Caledonia, the only export market now open to the New Hebrides. In this connexion, it may be noted that the development plan for 1971-1975 provided for the inclusion in the Condominium budget of grants of FNH 3.5 million and FNH 20.0 million respectively for an economic and technical study in 1971 and for the construction of abbatoirs, one at Santo in 1972 and the other at Vila in 1973.

29. The British National Service reported that exports of meat and cattle products rose from 442 metric tons in 1970, valued at \$A 285,650 to 513 metric tons in 1971, valued at \$A 362,361. According to the French National Service, the figure was FNH 36.0 million in 1971 (FNH 23.6 million in 1970). Local consumption amounted to 310 metric tons in 1971. The potential turnover is seen as about 3,000 head of cattle a year by 1975.

#### Other crops

30. The production of other cash crops, such as cocoa and coffee, has been relatively small. In 1971, 568 metric tons of cocoa, valued at FNH 18.8 million, were exported (832 tons in 1970, valued at FNH 32.2 million). Despite the drop in cocoa exports in 1971, its value represented the same percentage of total value of exports (3.2 per cent) as in 1970. In 1971, 74 metric tons of coffee valued at FNH 4.8 million were exported (57 tons to France and 17 tons to New Caledonia), compared with 91.2 metric tons valued at FNH 4.1 million in 1970.

#### Fisheries

31. In 1971, 13,346 metric tons of frozen fish were exported, valued at \$A 6.5 million, or 51 per cent of the total value of exports, compared with 9,218 metric tons in 1970, valued at \$A 4.7 million (45.7 per cent of the total value of exports). The major buyers in 1971 were the United States of America (8,329 tons) and Japan (4,166 tons). The fish, mostly tuna, is brought to Pallicolo on Espiritu Santo, where it is frozen for export. The South Pacific Fishing Company, which processes the fish, is registered under British law and is owned by the D. A. Gubbay Company of Australia, which holds 45,000 shares, and the Mitsui and Company and Taiheiyo Suisan Kaisha, Ltd. of Tokyo, which own the remaining 75,202 shares. The company employs fishermen and boats from the Republic of Korea and other Pacific Islands.

#### Forestry

32. In 1971, 12,638 cubic metres of timber were exported at a value of \$A 6.5 million (17,363 cubic metres in 1970, valued at \$A 6.9 million). The timber was exported to France, Japan, New Caledonia and Australia.

33. With investments of more than FNH 250 million, Société Agathis, a subsidiary of Société Rougier et fils, began the exploitation of kauri and tamanu on Erromango in 1969. The company's activities on the island have included: (a) the construction of a port and an air strip; (b) the establishment of a school; and (c) works on a road infrastructure. Among the company's property are a boat valued at FNH 50 million, two tugboats, one barge, a scraper, a 922 carter, a grader, five caterpillar tractors, two timber-trucks, two tip-trucks, three 15-ton hoists and a complete reciprocating saw.

34. The number of persons employed by the company at the beginning of 1971 was 130, as follows: 5 Europeans in managerial positions, 95 field workers and 30 sawmill workers. The company had a monthly payroll of about FNH 1.3 million (excluding the European managerial staff).

### Mining

35. In 1971, the expenditures of the Condominium Mines Department totalled \$A 36,586 and revenue amounted to \$A 9,317 from fees and \$A 13,594 from royalties on manganese. In the same year, 40,771 metric tons of manganese were exported at a value of \$A 462,000, compared with 28,545 metric tons at a value of \$A 327,692 in 1970. Expenditure on a geological survey for 1971/72 was \$A 22,808.

36. Le Manganese de Vate (LMV), set up in 1969 to take over the mining of manganese at Forari, continued its operations throughout 1971. During the year, according to the French reports, several firms or individuals sought to establish priority claims over new mining areas or continued prospecting on previously acquired areas. The following licences were issued in 1971:

	<u>(hectares)</u>
Bureau de Recherches Géologiques et Minières (BRGM)	300,000
Conzinc Rio Tinto	35,000
Magellan Petroleum	700,000
Broken Hill (Pty.) Company, Ltd.	400,000
Bridge Minerals (Pty.), Ltd.	400,000
Comstock Minerals, Ltd.	60,000
Utah Construction and Mining Company and Utah Development Company	100,000
Southland Mining, Ltd.	500,000
Mr. Lorient de Rouvray	20,000
Mr. Philippe de Saint Quentin	100,000
Société Coprospect	100,000

## Regulation of companies

37. In 1971, the New Hebrides Companies Regulations came into force. Based on the 1948 United Kingdom Companies Act, as amended in 1967, the regulations contain a number of recommendations included in the Jenkins Report, which have not yet been implemented in the United Kingdom. In accordance with these regulations, incorporation of a company in the Territory requires the approval of the British Resident Commissioner. Furthermore, all companies are required to submit audited accounts to the British administration each year, but there is provision for exempted companies (see below). It is also stated that their accounts and records are not available to the public or any outside authority, thus assuring complete privacy.

38. According to The Financial Times (London),

"The Jenkins provisions included involve the requirement that accounts be laid before the company at its annual general meeting in place of any general meeting during the year; require the keeping of books of account for four given years. It also gives legal personal representatives of deceased shareholders entitlement to copies of the company's accounts, and provides for winding up on several new grounds including persistent breaches of statutory duties. Courts are empowered to order a company struck off the register on a winding up petition, and the Court's power to order default to be made good is extended to default by officers of the company and all defaults under any statutory duty."

39. The regulations provide for incorporation of three types of companies:

(a) Local companies, which are set up strictly to conduct business in the Territory;

(b) Foreign companies, with overseas owners, registered to do business in the New Hebrides;

(c) Exempt companies: those registered in the New Hebrides which conduct their business outside the Condominium.

40. Regulations prohibit the latter from carrying on business in the New Hebrides unless it is of proven economic or social value to the Territory. In that case, the approval of the British Resident Commissioner is required.

41. The British Resident Commissioner has absolute authority in approving or rejecting applications for incorporation. Decisions are made after investigation of the bona fide of the applicants in order, inter alia, to keep the tax haven "well regulated" and "clean". For example, this provision is aimed at keeping organized crime out of the Territory.

42. "Open-ended" companies are also prohibited, that is, companies with a limited liability which are able to redeem their own ordinary shares. Regulations also stipulate that the directors of exempt companies must hold one board meeting a

year in the New Hebrides, a move designed to ensure that at least once a year the directors are within the jurisdiction of the British administration.

43. Exempt companies cannot acquire any share in any company incorporated in the New Hebrides other than by another exempt company. They cannot issue shares or debentures to New Hebrideans or trade within the New Hebrides. Although an annual audit is required under the regulations, the authorities have repeatedly admitted their inability to follow the intricate financial arrangements used by exempt companies. The audit is therefore required only to provide some degree of supervision.

44. According to reports, the New Hebrides could rival the Caribbean Territories as a tax haven, and concern in Australia has led to greater scrutiny of applications by Australians who wish to transfer money to the Territory under the exchange control regulations. The Australian attitude is important in this connexion, because Australia supplies some 50 per cent of the imports of the Condominium, and about 80 per cent of the business transacted by the banks and trusts involved in the development of the Territory is of Australian origin. This may slow the emergence of the New Hebrides as a financial entrepôt. At the same time, it is also reported that Australia may be concerned about allowing its companies to establish national offices outside its territorial jurisdiction, solely for the purposes of avoiding Australian taxation obligations.

#### Public finance

45. As previously reported, the Territory has three budgets. Revenue and expenditure for 1971 were as follows:

	<u>Revenue</u> (New Hebrides francs)	<u>Expenditure</u>
Joint (Condominium) Services	463,448,400	512,853,200
British National Service	288,431,400	234,104,200
French National Service	195,610,000	180,000,000

46. The growing interest in the New Hebrides can be gauged by the increase in the British administration's corporate registration revenues, from \$US 15,000 in 1971 to about \$US 125,000 in 1972. Even more telling is the number of international banks being established in Vila, either alone or as members of trust companies. In July 1972, the Bank of America, the Sumitomo Bank, Ltd. of Japan, the Bank of New South Wales, Perpetual Trustees Australia, Ltd., Montreal Trust Company, Darlings Holdings, Ltd., and the Hill, Samuel Group, Ltd. set up a trust company known as the Pacific International Trust Company, Ltd. (PITCO). It joined Barclay's Bank International, Ltd., the Hong Kong and Shanghai Bank, the Irving Trust Company, the Banque de l'Indochine, the Commercial Banking Company of Sydney, Ltd., the National Bank of Australasia, Ltd., and the Commercial Bank of Australia. The Banque nationale de Paris and the Banque de Paris et des Pays-Bas also appeared to be interested in establishing branches in the Territory.

47. According to reports, four trust companies have also established offices in the Territory. Their backing is widespread and international, and the services offered range from trustee, executive or investment management to company management (including provision of directors) and financing at both the domestic and international levels. It is said that Vila's new financial institutions hope to act as conduits for international financing, particularly of the Japanese trading companies in the Pacific area. There is already an off-shore Australian dollar market in the New Hebrides, encouraged somewhat by the existence of exchange controls in Australia itself. One factor holding back the development of the New Hebrides as a financial centre is the lack of a good communication network.

### Tourism

48. Development of tourism in the New Hebrides has been slow, by comparison with this prospering industry in other Pacific islands. There are mixed feelings about the rapid development of tourism in the New Hebrides, in view of its social consequences, but, at the same time, there is a growing demand for the economic benefits generated by visitors to the Territory.

49. Tourism received a major boost in late 1971 and early 1972 when the Australian airline, Qantas Airways, and the Union de transports aériens (UTA), a French company, introduced a promotion campaign in the Australian market expected to cost \$A 60,000. The number of visitors to the Territory increased from 3,845 in 1967 to 16,871 in 1971. According to the Chamber of Commerce, which is responsible for tourism, visitors spend an estimated average of about \$A 25 a day, suggesting an industry currently worth between \$A 1.5 and \$A 2 million a year in foreign currencies. Sixty-seven per cent of the visitors come from Australia and New Zealand.

### Transport and communications

50. The United Kingdom reported that a total of 910 aircraft entered the Territory in 1971 (597 at Vila and 313 at Santo). Vessels numbered 352 in 1971, compared with 292 in 1970.

51. Air communication with the rest of the Pacific is limited to jet flights to Nouméa and to flights between Fiji, Honiara and Port Moresby twice a week. There are reports of a new regional service by Qantas between Vila and Sydney. Japan Air Lines (JAL) is looking for new routes into the South Pacific to support its commercial thrust into the area and to cope with increasing demands of Japanese tourists wishing to revisit wartime areas. Pan American World Airways (PAA) is also interested in servicing the Territory.

52. The opening of the new wharf at Vila, constructed at a cost of \$A 1.8 million, or £900,000 (£300,000 borrowed from the United Kingdom Government), is of substantial importance to the Territory. Previously, all cargo had been brought in by lighter. The new wharf, offering deep-water berths for two ships, has been designed for adaptation to future shipping requirements and for expansion. It was completed late in 1972 and is now in operation.



## United Nations assistance

53. The Food and Agriculture Organization of the United Nations (FAO) has allocated \$US 95,000 for a field veterinarian to assist in an animal research survey from 1 December 1972 to 30 November 1974.

54. The World Health Organization (WHO) is assisting in setting up the operational facilities for an anti-malarial programme within the framework of the general health services. It is also helping (1969-1975) to develop the general health services, establish methods and practices for the efficient operation of the rural health programme and provide training for health service personnel, including a separate nursing education programme (1970-1975).

55. The United Nations Children's Fund (UNICEF) is also participating in a five-year plan (from 1972) to develop national health services. Since 1969, it has been helping to provide a community water supply system.

## 4. SOCIAL CONDITIONS

### Co-operative societies

56. According to the administering Powers, there were 148 co-operative societies registered in the Territory with a total membership of 7,763. Co-operatives under the jurisdiction of the British National Service numbered 118 (87 active and 31 being formed) and those under the jurisdiction of the French National Service numbered 30 (28 active and 2 being formed).

57. Consumer societies had an average monthly turnover of \$A 102,000; the total co-operative turnover for 1971 was \$A 2,275,551. The total capital investment in co-operatives was \$A 646,890.

### Labour

58. As previously reported, most of the employed labour work on copra plantations, trading ships or in semi-skilled jobs. In 1971, the number of persons working for wages declined to 34,500 (35,367 in 1970) owing to emigration to New Caledonia. Salaried employees numbered 6,387 (5,954 in 1970), of whom 1,361 were employed by the public services. The total work force was estimated by France at 41,917 in 1971 (41,567 in 1970).

59. The lowest wage paid in the New Hebrides is that of an unskilled plantation worker. In 1971, he received free rations and from \$A 20 to \$A 30 per month for an average of 45 to 50 hours per week. At the other end of the scale, skilled store employees received from \$A 3 to \$A 6 a day for an average of 45 to 50 hours a week.



### Public health

60. In 1971, there were a total of 17 registered physicians in the Territory, 15 of whom were employed by the Government. The figure was the same in 1970. All were European. There were also 4 indigenous auxiliary doctors; 1 private pharmacist (2 in 1970); 3 dentists (one government employed part time); and 185 nurses (121 government employed, 104 of whom were indigenous). Hospital facilities consisted of 3 general hospitals (2 governmental), 7 auxiliary hospitals, 4 medical centres, 18 rural dispensaries with beds, 67 dispensaries, 1 leprosarium, 1 psychiatric centre and 3 maternity and child care centres.

61. In 1971/72, expenditure on public health by the British National Service totalled \$A 349,869 (\$A 330,901 in 1970/71). Expenditure by the French National Service in 1971 was FNH 46 million (FNH 39,151,000 in 1970).

62. Construction on the French hospital at Vila is expected to be completed in 1973. Construction on the British hospital started in mid-1972 and is reportedly progressing well.

63. An influenza epidemic was reported on Efate Island in January 1973. It killed 11 persons and about 70 per cent of the island's population of 15,000 were ill from it. Clinics and hospitals were overloaded and 40,000 working days were lost by those stricken with the illness.

### 5. EDUCATIONAL CONDITIONS

64. In 1971, primary education supported by the British National Service was provided in 55 public schools and 140 independent schools (21 public schools and 183 independent or mission schools in 1970). The total enrolment was 11,962 pupils (171 non-indigenous pupils) compared with 11,439 pupils in 1970. The French National Service operated 44 primary schools in 1971 staffed by 195 teachers, 67 of whom were indigenous. These schools had an enrolment of 3,388 pupils (565 non-indigenous pupils) compared with 3,324 pupils in 1970. There were also 37 private schools (35 in 1970), run by French voluntary organizations, with an enrolment of 3,802 (476 non-indigenous pupils), compared with 3,800 in 1970. The total number of children of school age was given as 24,000 in 1971, unchanged since 1970.

65. The French National Service operated two secondary schools in 1971, with a total enrolment of 377 students (277 in 1970), an increase of 36 per cent. The one British secondary school had an enrolment of 132 pupils in 1971 (unchanged since 1970). There were also three independent secondary schools with an enrolment of 263 students (214 in 1970). The United Kingdom reported 21 secondary students enrolled overseas in 1971 (8 in 1970) and France reported 22 secondary students on scholarships in New Caledonia (9 in 1970) and one in France. Seven students were attending French universities on scholarships granted by the French National Service (4 in 1970). The United Kingdom reported 13 students in universities overseas.

66. According to the United Kingdom, vocational training was provided overseas for 50 students in 1971. France reported the opening of wood-work, masonry, commercial and mechanical engineering sections in the Technical College. The teacher-training college operated by the British National Service, staffed by eight teachers had an enrolment of 82 students in 1971 (77 in 1970). Six other students were receiving teaching education overseas.

67. The Joint Administration of the Condominium provides an annual subvention for education, which is equally divided between the two national services and is used to help provide educational facilities in accordance with the respective policies of the metropolitan countries. In 1971, the subvention amounted to \$A 125,000 compared with \$A 119,600 in 1970. Expenditure by the British National Service totalled \$A 682,527 in 1971 (including disbursements from the condominium subvention) compared with \$A 659,653 in 1970. British Development Aid provided an educational grant of \$A 381,894 in 1971 (\$A 103,950 in 1970). Educational expenditure by the French National Service in 1971 amounted to 11,890,482 French francs (11,711,744 French francs in 1970).

## CHAPTER XVIII\*

### AMERICAN SAMOA AND GUAM

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 902nd meeting, on 23 February 1973, the Special Committee by approving the sixty-eighth report of the Working Group (A/AC.109/L.841), decided, inter alia, to refer American Samoa and Guam to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 941st to 943rd meetings between 21 and 23 August 1973.
3. In its consideration of the item, the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session". The Committee also took into account other resolutions of the General Assembly, particularly resolution 2984 (XXVII) of 14 December 1972 concerning 17 Territories, including American Samoa and Guam, by paragraph 11 of which the Assembly requested the Committee "to continue to give full consideration to this question, including the dispatch of visiting missions to those Territories...".
4. During its consideration of the Territories, 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 Committee as well as by the General Assembly, and on the latest developments concerning the Territories.
5. The representative of the United States of America, as the administering Power concerned, participated in the work of the Special Committee during its consideration of the item.
6. At the 941st meeting, on 21 August, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/PV.941), introduced the report of that Sub-Committee (A/AC.109/L.908) containing an account of its consideration of American Samoa and Guam (A/AC.109/SC.3/SR.176 to 180, 186 and 187).
7. At the same meeting, the representative of Australia introduced an amendment (A/AC.109/L.912) to the conclusions and recommendations submitted by the Sub-Committee for adoption by the Special Committee (see chapter XX, paragraph 7 below). The representative of Fiji made a statement (A/AC.109/PV.941).

---

\* The following chapters also relate to the present chapter: chapter III (A/9023 (part II)) and chapter V (A/9023 (part IV)).

8. At the 942nd meeting, on 22 August, statements were made by the representatives of the Syrian Arab Republic and Australia, as well as by the Chairman (A/AC.109/PV.942 and Corr.1).

9. At the 943rd meeting, on 23 August, following a statement (A/AC.109/PV.943) made by the Rapporteur of Sub-Committee II in which he informed the Special Committee that as a result of consultations the representative of Australia had withdrawn the amendment, the Special Committee adopted without objection the report of Sub-Committee II and endorsed the conclusions and recommendations contained therein (see paragraph 11 below).

10. On 27 August, the text of the conclusions and recommendations was transmitted to the Permanent Representative of the United States of America to the United Nations for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

11. The text of the conclusions and recommendations adopted by the Special Committee at its 943rd meeting, on 23 August, to which reference is made in paragraph 9 above, is reproduced below:

##### General

(1) The Special Committee reaffirms the inalienable right of the people of American Samoa and Guam to self-determination and independence in conformity with the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in General Assembly resolution 1514 (XV) of 14 December 1960.

(2) Fully aware of the special circumstances of those Territories, owing to such factors as their size, geographical location, population and limited natural resources, the Special Committee reiterates the view that these circumstances should in no way delay the speedy implementation of the process of self-determination in conformity with the Declaration contained in resolution 1514 (XV). Resolution 1514 (XV) fully applies to the two Territories, and their peoples should promptly be given the opportunity to determine for themselves their future political status and form of government. In this connexion, the administering Power should seek, in consultation with the peoples of the Territories and the Special Committee, a constructive approach to solving the individual problems of each Territory.

(3) Bearing in mind the important role which the United Nations has to play, with the co-operation of the administering Power, in ensuring that the peoples of small Territories are given the right to self-determination in conformity with the Declaration contained in resolution 1514 (XV), the Special Committee urges the administering Power to reconsider its previous negative position on the question of visiting missions to the Territories and to respond in a positive manner so as to allow the early access of such a mission to American Samoa and Guam which would enable the Committee to acquire first-hand information on the situation prevailing in the Territories and to ascertain the views and wishes of the people concerning their future.

### American Samoa

(4) The Special Committee notes that a Constitutional Revision Committee in the Territory is presently due to finish its work and that its proposals are to be placed before the voters of the Territory in a special referendum to be held in November 1973. The Committee expresses the hope that the administering Power will provide it in due time with the necessary details on these proposals as well as information on the results of the referendum.

(5) In this connexion, the Special Committee notes that the Constitutional Revision Committee is working on measures to provide for the election of a Governor by 1976. The Committee therefore once more reiterates its view on this subject that the people of American Samoa should elect their own Governor and both houses of their Legislature.

(6) The Committee takes note of a three-year programme initiated by the Office of Economic Development and Planning (OEDP) to develop a comprehensive plan to provide guidelines for growth during the next 20 years. It expresses the hope that this programme will attain its goal and urges the administering Power to safeguard the right of American Samoans to own and dispose of their natural resources and maintain control over their future development, and to ensure that they benefit from revenues obtained and the employment opportunities flowing therefrom.

### Guam

(7) Concerning political and constitutional developments, the Special Committee takes note of the election of a Guamanian non-voting delegate to the United States House of Representatives. It expresses the hope that he will be assisted by the administering Power in every practical way to enable him effectively to make known the needs and aspirations of the people of the Territory.

(8) The Committee also takes note of the statement of the non-voting delegate to the United States Congress and in particular, that in order to maintain the momentum of political developments, Guam has begun to review its over-all political status. In this connexion, it expresses the hope that the administering Power, with the assistance of the non-voting delegate, will provide the indigenous inhabitants of Guam with the opportunity to participate fully and freely in an act of self-determination in conformity with the Declaration contained in resolution 1514 (XV).

(9) The Special Committee is encouraged by the establishment of a 10-member Advisory Council on Political Status within the executive branch of the Government as well as a corresponding nine-member legislative body, the Political Status Commission. In the view of the Committee, the emergence of a political climate propitious for the consideration of the future of the Territory, should have as a corollary the adoption of concrete measures which will enable the people of the island to exercise fully and effectively their inalienable right to self-



determination. It is also the view of the Committee that all options leading to and including full independence should be left open to the people of the Territory.

(10) The Special Committee notes that Guam's economy has continued to develop during the period under review. Nevertheless, it notes that military activity remains the Territory's most important economic factor, injecting three times as much capital into the economy as tourism, Guam's second largest industry. Taking into account General Assembly resolution 2984 (XXVII) of 14 December 1972 which strongly deprecates the establishment of military bases and installations in colonial Territories as being incompatible with the purposes and principles of the Charter of the United Nations, the Special Committee calls upon the administering Power to take measures aimed at reducing the dependence of the Territory on the United States and reiterates its view that positive economic development unrelated to military activities should be furthered by the administering Power, working in concert with the people of Guam.

(11) The Special Committee urges the administering Power to continue its efforts to diversify the economy of the Territory and to take effective measures to guarantee and safeguard the rights of the indigenous population to own and dispose of their natural resources and to establish and maintain control over their future development. The administering Power should, in particular, ensure that the inhabitants control tourism and benefit from the revenues obtained from it.

(12) The Special Committee urges the administering Power to be more responsive to the need and wishes of the people of the Territory in order to avoid disruptions of economic planning such as the continued dispute over the expansion of naval facilities in Sella Bay as well as the land claims made by a number of Guamanians against the United States Navy. The Committee also notes with concern the destruction of a large portion of the coral reef as the result of two newly-constructed power plants. If allowed to continue, this damage could deplete the Territory's natural beauty for tourists. It thus expresses the hope that the administering Power will make every effort to eliminate such hazards and preserve the Guamanian's natural heritage.

(13) The Committee notes with concern the need to import aliens as skilled manpower to meet the demands of new industries and in this connexion it notes that the formulation of a comprehensive manpower plan has been undertaken by the Government of Guam to alleviate the adverse effect of alien labour on local wages and to stimulate the development of the local labour force. The Committee trusts that all efforts will be made to train the indigenous inhabitants to enable them to benefit from the employment opportunities made available by the new industries.



Annex\*

WORKING PAPERS PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY . . . . .	1 - 2
B. INFORMATION ON THE TERRITORIES . . . . .	3 - 168
1. AMERICAN SAMOA . . . . .	3 - 49
General. . . . .	3
Political and constitutional developments . . . . .	4 - 12
Economic conditions . . . . .	13 - 36
Social conditions . . . . .	37 - 44
Educational conditions . . . . .	45 - 49
2. GUAM . . . . .	50 - 168
General . . . . .	50 - 54
Political and constitutional developments . . . . .	55 - 74
Economic conditions . . . . .	75 - 134
Social conditions . . . . .	135 - 158
Educational conditions . . . . .	159 - 168

APPENDIX

STATEMENT BY THE GOVERNOR OF GUAM MADE BEFORE THE TWELFTH GUAM  
LEGISLATURE ON 30 JANUARY 1973

---

\* Previously issued under the symbol A/AC.109/L.878 and Add.1

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

1. The Territories of American Samoa and Guam have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territories are set out in the reports to the General Assembly at its nineteenth and twenty-first to twenty-seventh sessions. a/
2. The text of the relevant conclusions and recommendations adopted by the Special Committee in 1972 in regard to the Territories and subsequently approved by the General Assembly at its twenty-seventh session, and the text of General Assembly resolution 2984 (XXVII) of 14 December 1972, which concerned 17 Territories, including American Samoa and Guam, have been made available to members of the Committee.

B. INFORMATION ON THE TERRITORIES

1. AMERICAN SAMOA<sup>b/</sup>

General

3. The Territory consists of seven islands covering some 76 square miles of islands scattered over the South Pacific Ocean. The latest census, taken in 1970, reported a population of 27,159, most of whom live on the largest island, Tutuila; 2,112 people live in the Manu'a Islands group, and 70 others live on the privately owned Swains Island.

Political and constitutional developments

Executive

4. The Territory is administered by the United States Department of the Interior. The Governor and Lieutenant Governor are appointed by the Secretary of the Interior.

---

a/ For the most recent, see Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1), chap. XIV, para. 27 (a) and (e); ibid., Twenty-sixth Session, Supplement No. 23 (A/8423/Rev.1), chap. XVII, para. 9; ibid., Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XVIII, para. 11.

b/ This section is based on published reports and on information transmitted to the Secretary-General by the Government of the United States of America under Article 73 e of the Charter of the United Nations on 19 October 1973 for the year ended 30 June 1972.

The Territory is divided administratively into three political districts which are further subdivided into 14 counties. The chief executive officer in each district is a district governor.

5. According to the report of the administering Power, a local Constitutional Revision Committee, formed every five years to revise the Constitution, had begun meeting during the period under review to make recommendations for constitutional reform upon which the people of American Samoa would vote in mid-1973. This process was to provide for revisions within the territorial Constitution, taking into account the fact that the Territory would be electing its own Governor within a few years. According to press reports, the Committee was still meeting in May 1973.

#### Legislature

6. The legislature of the Territory is composed of a House of Representatives and a Senate, with a membership of 20 and 18 respectively. Representatives are elected by adult suffrage for two years. An elected delegate from Swains Island attends meetings but has no vote. Fourteen senators, each representing counties, serve for four years; the remaining four senators are selected by rotation from four counties in Western District to serve two years.

7. A full-time legislature was created in 1971 and meets twice a year. Public servants are prohibited from serving in the legislature, as they had done in the past. The administering Power has instituted changes which now enable the legislature to conduct a preliminary review of the budget.

#### Judiciary

8. The judicial branch consists of a High Court with jurisdiction throughout the islands and a district court for each of the five judicial districts into which the Territory is divided. The High Court is composed of the Chief Justice, two associate justices and four associate Samoan judges. The Chief Justice has general supervision over the judicial branch and presides at all sessions of the High Court. He and the associate justices are appointed by the Secretary of the Interior. A traffic court is presided over by an associate Samoan judge. Testimony may be conducted solely in Samoan if there are no United States litigants involved.

#### Future status of the Territory

9. On 7 November 1972, a referendum was held on the question of having an elected governor and lieutenant governor in 1974. Although the results of the referendum were negative, there appears to be a possibility that American Samoans may be electing their leaders by 1976. In this connexion, Mr. Rogers C. B. Morton, Secretary of the Interior, created a Gubernatorial Study Commission following detailed conferences with the leading members of the legislature. The Commission, which began meeting in September 1972, is composed of representatives of the

United States Department of the Interior, members of the executive branch, the legislature and representatives of the public'. The Commission is charged with making studies and recommendations on fiscal and other changes within the territorial Government to meet the wishes of the people of the Territory and of the Congress of the United States. The Secretary of the Interior described this measure as the first step towards fulfilling a commitment to strengthen local Samoan self-government. This commitment had been expressed before the United States Congress in 1972.

10. According to the Department of the Interior, the Commission was set up as a result of a report by the Samoan Legislature, completed in 1970, which recommended that the Governor, his assistant and the members of both houses be elected by direct franchise and that American Samoa continue in its present status as an "unorganized Territory". Chief Asuenu U. Fuimaono, Samoa's delegate-at-large to Washington and the only official elected by the Samoan people, is opposed to the approach of the Commission. He reportedly disputes the findings of the Commission and contends that the American Samoan Legislature did not have the authority to make either the study or the recommendations. Chief Fuimaono, who was elected in 1970 and is serving a four-year term, said that Congress should appoint an "investigative committee" to go to the Territory to "talk with the people" rather than with legislators and other officials.

#### Public service

11. The Government of American Samoa continued to be the largest employer in the Territory, with 3,750 employees in 1972, compared with 3,515 in 1971. Of this number, 3,503 were local career service workers, an increase of 244 over the previous year; 154 were contract workers from the United States, a reduction of 16; 15 were federal civil service employees, unchanged; and 78 were locally recruited United States employees, an increase of 7. There were also 400 part-time students employed through federal grants.

#### Samoan affairs

12. The Office of Samoan Affairs serves as the link between the Samoan people and officials and various departments of the territorial Government. Its primary aim is the development, consistent with traditional policy, of a self-sustaining and self-reliant system of local government capable of dealing with villages, counties and districts. The Office is directed by the Secretary of Samoan Affairs, who is one of the traditional leading chiefs. Under his administration are 3 district governors, 14 county chiefs, 53 village pulenuus (mayors), 6 village police officers and 3 district clerks. At the local level the Office is concerned with water systems, roads, sanitation, agriculture, schools and land disputes.

## Economic conditions

### General

13. In 1970, the Government of American Samoa initiated the Territory's first organized economic development and long-range planning programme with the establishment of the Office of Economic Development and Planning (OEDP). According to the report of the administering Power, the Office seeks to co-ordinate United States government policy and the wishes of the people of the Territory. The aim of the Office is to help the people of American Samoa to attain the maximum level of self-support while preserving their culture, customs and traditions. The Office emphasizes the requirement that Samoans participate in business development at all levels.

14. During the year under review, OEDP initiated a three-year programme to develop a comprehensive plan which, when completed, will be revised periodically to provide guidelines for growth during the next 20 years. The programme was financed under a grant from the United States Department of Housing and Urban Development (HUD) and will focus primarily on physical development and the problems inherent in a rapidly increasing population with severely limited land resources. In this context, the report of the administering Power estimates that the population of the Territory, which is growing at an annual rate of 3.5 per cent, will reach a total of 37,000 in 1980.

### Public finance and foreign trade

15. The Government of American Samoa is financed by local revenue supplemented by appropriations and grants-in-aid from the United States Congress and by grants from other federal agencies. The Office of the Governor and the High Court operate under direct federal appropriations. Local revenue is raised mainly from income taxes (80 per cent), first introduced in 1963, and excise duties (20 per cent). Special legislation in 1967 removed all import duties, excluding excise duties, to make American Samoa more attractive to tourists. In April 1973, the Legislature approved a bill which would suspend the excise tax on Diesel fuel, encourage tourism and increase corporate profits and taxes. The over-all budget for 1972/73 totalled \$30 million, c/ compared with \$22 million in 1971/72. The total budget for 1973/74 will reportedly amount to \$31.4 million and, in this connexion, the Governor testified before the United States Congress in April 1973 in support of a request for \$14 million from the Congress. Most of the remaining funds required to meet the budget would come from local taxes which the Governor said were increasing because of economic growth.

---

c/ The local currency is the United States dollar.

16. The Territory's exports for 1972, consisting mainly of the products of the two local fish canneries, were valued at \$53.7 million; imports from 28 countries totalled \$24.1 million. The corresponding figures for 1971 were \$41.4 million and \$19.6 million.

#### Agriculture and livestock

17. The principal goal of the Department of Agriculture is to make the Territory self-sufficient in its basic staple foods, through services and technical assistance to farmers, with emphasis on modern agricultural practices.

18. Taros are the main crop in American Samoa, followed by bananas, yams, bread-fruit and coconut which are produced in less quantity, but are important to the local diet. The planting of passion-fruit is currently being encouraged by the Department of Agriculture. Ninety per cent of the bananas and taros are produced by subsistence farmers. During the year under review, the government demonstration farm planted 38,398 taro tops and 1,060 banana plants. It also sold to local farmers 176,989 taro tops and 1,810 banana suckers. Production of local staple foods decreased steadily however, and imports of taros increased from 5,800 sacks in 1971 to 7,900 sacks in 1972.

19. It is reported that the destructive coconut beetle, Brontispa, has been discovered in the Territory and officials in Pago Pago have appealed for help in combating the threat. The Trust Territory of the Pacific Islands has been requested to supply American Samoa with the beetle's natural enemy, the Tetrastichus Brontispa, a tiny wasp. The wasp is bred in the Trust Territory for the express purpose of controlling the coconut beetle.

20. During the year under review, there were 12 commercial hog producers (four in 1971) and the production of breeding animals increased from 510 to 2,100. Much of the increase was attributed to a successful swine exhibit at the 1971 Farm Fair and also to regional training courses given by the South Pacific Commission and the East-West Center in Hawaii. The demonstration farm sold 116 pigs of which 78 were sold to farmers for breeding purposes. In addition, the Department of Agriculture has introduced a mobile breeding programme.

21. In the poultry field, the Department completed a 2,000 layer unit, which five local egg producers used as a guide in constructing their own layer units. The production of the demonstration farm and the local producers totalled 75,000 dozen eggs in 1972 (55,000 dozens in 1971). The farm also sold 1,540 pullets to farmers (980 in 1971). A chicken house with a capacity of 3,000 and a yield of 1,000 birds a month was also completed. The Department bought 20 heifers and one bull, to start a herd which is to serve as the basis for a cattle industry.

22. The Extension Services Division of the Department of Agriculture made a total of 6,925 farm visits, held 80 village meetings and conducted 42 demonstrations during the year.



## Fisheries

23. During the year under review, the Office of Marine Resources, established in 1970, accelerated all phases of its programme, from the implementation of the village level fisheries plan to the expansion of research projects. This was made possible by the arrival in the Territory of a 50-foot vessel and a 28-foot demonstration-training boat. Funds for these activities were made available under the Commercial Fisheries and Development Act and from a grant from the Office of Economic Opportunity (OEO).

24. A total of 128 skipjack tuna survey cruises were made during the year with results indicating a great potential for a skipjack fishery. The baitfish survey has indicated an extremely limited supply of baitfish suitable for use in the live bait skipjack fishery. The development of a cultural baitfish species is now under consideration.

25. Progress was reported in the development of a local fishery. OEO is financing a programme for building small boats and training in boat building and marine engine mechanics. It has also started a commercial fisheries training programme. The boats produced under the programme are 24-foot plywood dories powered by inboard-outboard engines. Their low production cost, relative simplicity and diversity of application have made these boats suitable for an incipient fishing industry. Eight boats were launched during the second half of 1972.

## Industry

26. During 1972, a watch assembly plant, a milk products manufacturing plant and a clothing manufacturing plant became operational, creating over 130 jobs. Other industries which have shown interest in establishing plants in American Samoa, in order to take advantage of the Territory's duty-free status and the United States customs laws, include jewelry, food processing and furniture.

27. An 80-acre industrial commercial park is being constructed near the International Airport at Tafuna. It is financed by \$1 million grant from the Economic Development Administration and matching funds appropriated by the local legislature. More than 20 acres of the 55-acre industrial portion of the park have been committed to new manufacturing, wholesaling and warehousing operations.

28. It is reported that when the new clothing factory begins production, men's suits will be exported duty free to the United States under an unlimited quota. The factory, scheduled to be opened in June 1973 by the United States clothing firm of Peter J. Brennan, would be installed temporarily at Satala until the company builds its own premises at Tafuna. The plant would initially train and employ about 40 workers. This number would be increased to about 100 within a year and to about 500 when the factory reaches full production.

## Tourism

29. In 1972, OEDP assisted the American Samoan Development Corporation in renovating the Samoan-owned Intercontinental Hotel, which had shown a profit of \$30,000 during the year 1972, compared with a loss of \$22,000 in the previous year. Financial arrangements were completed with the Bank of Hawaii, the Economic Development Administration and the Development Bank of American Samoa for the addition of a 90-room wing to the hotel, to be completed in 1973. The new construction will alleviate the problem of room shortages, arising from the increased number of tourists, which has reportedly doubled during the past three years. Sixty-three per cent of the arrivals in 1972 were from North America, 7.5 per cent from Europe and 10.1 per cent from New Zealand.

## Public works

30. During the period under review, the Construction Division of the Department of Public Works recorded 41 major projects and 282 job orders at a total cost of \$1.4 million, including \$449,474 to complete projects under way, \$406,404 on new projects, and \$527,548 for assistance to other departments, federal agencies, private contractors and private individuals.

31. The Engineering Division designed and began work on improvements to the water systems in 29 villages. The main project undertaken was the construction of the Logopuna water system at a cost of \$58,900. It has a catchment area with a capacity of 400,000 gallons, a prestressed concrete tank with a capacity of 90,000 gallons and 8,400 feet of connecting line.

## Transport and communications

32. According to the report of the administering Power, the Engineering Division has developed highway design standards for the Territory and has begun eight new road projects on Tutuila. The first 5,700-foot section of the Pave -Aoloau road was constructed and paved at a cost of \$123,275 and a one-mile road between Luma and Fitiuta on Ta'u in the Manu'a group was completed at a cost of \$7,800.

33. A plan is reported to be under way to increase the capacity of the port of Pago Pago. The project, which is expected to cost \$1 million, includes the provision of more space for containers and the extension of the main dock so that more than one ship may unload at the same time. On a long-term basis, the American Samoan Government is considering removing the oil dock in order to reduce the danger of pollution to the bay.

34. Pago Pago International Airport has received an Airport Operating Certificate from the Federal Aviation Administration (FAA). This will give the local airport authority the right to receive air carriers certified by the Civil Aeronautics Board (CAB) in accordance with federal aviation regulations.

35. The Customs Division issued clearances to 995 vessels, an increase of 5 per cent over the previous year. A total of 205,071 tons of general cargo were landed during the year. Export cargo totalled 56,064 tons.

36. The government tug, Talitiga, recently made a five-day trip to Swains Island and the Tokelau Islands where it delivered much needed supplies to Fakaofu, Nukunonu and Atafu in the Tokelaus. Boats of the Tokelau Islands Government, under New Zealand administration, have been calling regularly at Swains Island, and the trip of the Talitiga was made as a return gesture.

### Social conditions

#### Labour

37. Fish canneries and other manufacturing plants are the major employers in the Territory after the Government of American Samoa.

38. In 1972, the Star Kist Samoa, Inc. cannery, serviced by 102 fishing boats and 1,500 Asian fishermen, had a Samoan work force of about 600 (500 in 1971) with a payroll of \$1.6 million (less than \$1 million in 1971). The Van Camp Company cannery, serviced by 113 fishing boats, employed 2,260 Asian and 775 Samoan fishermen (600 Samoans in 1971) with an annual payroll of \$1.2 million (\$960,000 in the previous year). Other firms providing employment are retail and wholesale stores and construction companies

39. Federal and territorial statutes govern wages except those for domestic and agricultural workers. A federal minimum wage board convenes at two-year intervals and fixes minimum wages. Currently, the minimum hourly wage ranges from \$0.70 in the shipping and transportation industries to \$1.30 in the petroleum marketing industry.

40. According to Governor John M. Haydon, the unemployment rate, which was 26 per cent in 1969, was reduced to 11 per cent during the period under review. During the year, the Legislature appropriated \$1.1 million to implement the Uniform Wage Scale for Samoan Employees Act. The Act, which was to become effective on 22 April 1973, will reduce the number of wage scales in the public service from 15 to 2, one for teachers and one for public service employees. The Act does not affect federal civil service or contract employees. The adoption of the act was recommended by the Governor on the basis of a study of the government wage structure made by Cresap, McCormick and Paget, Inc. Under the Act, some public service employees will remain at the same scale, but about 80 per cent, who have been underpaid in the past, will receive raises. The hourly wage for public service employees is \$1.00

#### Public health

41. During 1972, the Department of Medical Services gave high priority to staff training. The Lyndon B. Johnson Tropical Medical Center had a staff of 10 contract

physicians, 13 Samoan medical officers, 2 United States dentists and 5 Samoan dental officers. An application for funds amounting to \$1.3 million was submitted to the United States Congress for expansion of the hospital facilities.

42. The Comprehensive Health Planning programme (CHP) continued its assistance in planning and financing activities of the Public Health Division. The activities of CHP include maternal and child health, health education, health statistics, chronic and communicable disease control, filariasis control and a mental health programme. Nevertheless, improved health services are needed in the Territory because of the inadequacy of the water supplies and poor housing conditions. Inadequate sanitation is also a major factor in the spread of contagious disease, especially diarrhoea.

43. Under the Department's programme of staff improvement and training, the School of Practical Nursing revised its curriculum to meet United States standards for accreditation. The course has been shortened to two years and admission is now on a competitive basis. An English language summer course has been arranged with a guest faculty from the University of Southern California. A 13-week post-graduate course in public health was to be started in 1973.

44. During the year under review, a Samoan medical officer completed studies for a public health degree under the auspices of the World Health Organization (WHO) and a second Samoan began similar training. Another medical officer is continuing his studies under a four-year programme to qualify for surgical work. A University of Hawaii post-graduate course for public health nurse supervisors was offered in the Territory, and Samoan laboratory technicians rotated for one and two month periods of in-service training at a specialized laboratory in Honolulu. The WHO held a seminar on midwifery in the Territory during the period under review.

#### Educational conditions

45. The educational system is based on the United States pattern of eight years of elementary school and four years of high school, with the major difference that television is used as the main source of instruction. During the year under review, the Department of Education, through its Television Division, became part of an innovative programme known as PEACESAT (Pan-Pacific Education and Communication Experiment by Satellite), which offers educational courses via satellite communications between different areas of the Pacific.

46. According to the report of the administering Power, the entire curriculum from early childhood through the Community College has been reviewed, and curriculum guides have been developed in all areas to provide continuity. Special attention is being given to expanding courses in the Samoan language and culture, music, health, physical education, industrial arts and career education.

47. The College is recognized for full accreditation by the Junior College Accrediting Commission and is eligible for funds available under the Higher Education Act of 1963. At the close of the school year, the College awarded the

first degrees of higher education in American Samoa to 18 graduates, who were presented with associate degrees. The College had an enrolment of approximately 1,000 students (820 the previous year), taking one or more courses each semester.

48. During the year under review, the Department of Education increased the percentage of positions held by Samoans throughout the educational system from 80.5 to 85.4 per cent.

49. During 1971, enrolment in the primary and secondary levels reached a total of 24,757. No figures are available for 1972.

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

### General

50. Guam, the southernmost of the Mariana Islands, lies in the western Pacific about 1,500 miles south-east of Manila. It is a volcanic island 30 miles long and ranges from 4 miles at its narrowest point to 8 1/2 miles at its broadest, with a land area of 209 square miles. The capital of Guam is Agaña.

51. It was reported in April 1973 by the Guam Research Bureau that there were 70,331 civilians in the Territory and about 19,000 military personnel. It was also reported that there were 19,713 households on the island. In the same month, the Immigration and Naturalization Office in Agaña reported that there were about 18,000 aliens from 50 different countries in Guam. Leading all groups were 13,186 Filipinos, of whom half were on temporary work visas and half were permanent residents. Among the other countries and Territories represented were the Trust Territory of the Pacific Islands (1,694); Japan (834); Korea (796); and the United Kingdom of Great Britain and Northern Ireland (177).

52. It was recently reported that the number of Guamanians of Chamorro-Guamanian ancestry decreased from 90.5 per cent in 1940 to 55 per cent in 1970. According to the 1970 census, 28 per cent were citizens from various parts of the United States and 15 per cent were aliens.

53. Owing to rapid changes in population and economic growth in the last four years, Guam has applied for a special census to be conducted in 1975 by the United States Bureau of the Census. This is important to the Territory, because federal planners would normally appropriate funds for projects in the Territory, based on projections of the 1960 and 1970 censuses.

54. A bill on citizenship was reportedly introduced in the Twelfth Guam Legislature in March 1973. It would define a citizen as one who has resided in Guam for 10 years or who was born on the island or married to a Guamanian. The bill would establish a special board of 7 which would be empowered to grant citizenship.

### Political and constitutional developments

#### General

55. The Territory is administered under the Organic Act of Guam, 1950, as amended, and is under the general supervision of the United States Department of the

---

<sup>c/</sup> This section is based on published reports and on information transmitted to the Secretary-General by the Government of the United States under Article 73 e of the Charter of the United Nations on 19 October 1973 for the year ended 30 June 1972.



Interior. It is administered by a Governor and a Lieutenant-Governor and has a unicameral legislature consisting of 21 representatives. All government officials are elected under a system of universal adult suffrage, applicable to persons 18 years of age and older. Although Guamanians are United States citizens, they are not eligible while resident in Guam to vote in national elections.

56. To become law, or part of the laws of Guam, a bill must be introduced, debated and enacted by members of the Guam Legislature. To become law, a bill requires 11 votes, or 14 votes if it is voted on before 15 legislative days have elapsed since its introduction. It also requires 14 votes to override the Governor's veto. Immediately after introduction, a bill is referred to the standing committee with jurisdiction over the subject of the bill. There are 14 standing committees of the twelfth Guam Legislature responsible for: rules; finance and taxation; governmental operations, education; housing and urban development; judiciary; labour and industrial relations; public utilities, commercial port and air terminal; agriculture, resources and development; health and welfare; youth, recreation and parks; consumer protection and commerce; public safety, military and veteran affairs; and ecology and environmental protection.

57. As previously reported, in March 1972, the United States Congress enacted a law providing for a Guamanian non-voting delegate to its House of Representatives. Elections were held in November 1972 and Mr. Antonio B. Won Pat was elected to serve in this post for the first two-year term beginning in January 1973.

58. The qualifications to fill the office of delegate to the United States Congress, which are set out in United States Public Law 92-271, require among other things that the candidate must be at least 25 years old, a United States citizen for at least seven years prior to the date of election and a resident of Guam. He must not be a candidate, on the date of election, for any other office. He receives, as a delegate, the same pay and privileges as other congressmen, except for a reduced travel allowance and 60 per cent of the staff allotment normally provided for congressmen.

59. According to press reports, the United States House of Representatives voted to give both Mr. Won Pat and the non-voting delegate from the United States Virgin Islands a vote and eligibility for seniority in its committees.

### Elections

60. As a result of the elections held in the Territory on 7 November 1972, it was reported that 14 Democrats and 7 Republicans were returned to the Twelfth Guam Legislature. Seven incumbents (4 Democrats and 3 Republicans) lost a bid for re-election. Two other incumbents in the Eleventh Guam Legislature did not run. The percentage of registered voters who participated in the election was reported at more than 75 per cent, with the capital city of Agaña reporting 90.5 per cent. There are more than 25,000 voters in Guam.

61. On 11 August 1972, the United States District Court abolished the provisions of the Government Code of Guam which required one year's residence in the Territory

or 90 days' residence within a precinct or district as a prerequisite for registering to vote. One effect of the decision was to remove all residence statutes from the law.

### Judicial

62. The Code of Civil Procedure of Guam provides that the administration of the judicial branch of the Government of Guam be placed under the Judicial Council of Guam whose membership consists of the Judge of the District Court as chairman, the Chief Judge and other judges of the Island Court, the Attorney-General of Guam, the Chairman of the Judiciary Committee of the Guam Legislature and the President of the Guam Bar Association.

63. The District Court of Guam has the same jurisdiction as that of a United States court and jurisdiction in local civil cases involving sums exceeding \$2,000 d/ and felonies punishable under the laws of Guam. It has exclusive jurisdiction as a tax court for income tax and business privilege tax cases when the amount assessed has been paid.

64. The Island Court has jurisdiction in all criminal cases not involving felonies, certain civil matters, marital relations, probate, land registration and special proceedings. The Court also has a division known as the Juvenile Court, which has exclusive jurisdiction in all proceedings involving any minor under the age of 18 years. There is also a procedure for small claims not exceeding \$100. A Police Court has jurisdiction in all offences under the Motor Vehicles Code and in simple misdemeanours.

### Public service

65. It has recently been reported that the largest body of workers in the Territory are in government service (7,268). During 1971/72 the Department of Administration emphasized personnel development and training of government employees. As a result of efforts to take advantage of available federal assistance in this connexion, the territorial Government offered a grant of \$60,000 under the United States Inter-Governmental Personnel Act. Part of this grant was used to finance a study by five experts to determine the Government's training needs and to review its personnel administration procedures.

66. Under a special programme, government employees are given an opportunity to enhance their skills or attain college degrees. During the period under review, 51 employees took advantage of the programme which enabled them to follow job-related courses at the Trade and Technical School or at the University of Guam.

67. Membership in the Retirement Fund rose from 5,012 in 1971 to 5,400 in 1972. The roll will further be increased by about 200 as a result of Public Law 11-135 which extends membership to casual and temporary employees who had previously been

---

d/ The local currency is the United States dollar.

ineligible for membership in the Fund. According to an actuarial survey completed in November 1972, the security ratio for the Retirement Fund as at 30 June 1972 was 82.9 per cent, one of the highest among the 2,100 public retirement systems in the United States, and far above that of the Civil Service Retirement Fund of the United States Government.

68. An employee may retire upon completing 30 years of service regardless of age and receive full retirement benefits. He has the option to retire after 20 years of service, but the amount of benefits will be prorated. In case of disability, he may go on retirement regardless of age or length of service and receive two thirds of his salary benefits. The retirement contribution is computed on 6 per cent of the employee's gross earnings. The Government's contribution is 8.6 per cent, bringing the total to 14.6 per cent.

#### Future status of the Territory

69. On 19 April 1973, Governor Carlos G. Camacho signed an executive order creating a 10-member Advisory Council on Political Status, within the executive branch of the Government. He also signed a bill on that date appropriating \$150,000 for the establishment of a corresponding legislative body consisting of a nine-member Political Status Commission. The creation of these bodies was announced during a speech made by the Governor on 30 January (see appendix below).

70. In his statement, the Governor said that his administration was committed to a thorough assessment and evaluation of Guam's current political status, and the ultimate exercise of the right to self-determination by the people of Guam to define the political status of the Territory. He expressed his satisfaction that the Legislature was committed to the same goals.

71. The aim of the Legislative Political Status Commission is to examine political and economic alternatives for Guam's future and to report on the results of its studies by 1 June 1974. The Commission is to consist of six senators from the majority party and three from the minority, none of whom has been named.

72. The Governor is Chairman of the Executive Advisory Council; Mr. Gregario Sanchez, his planning and budgeting aide, serves as Vice-Chairman. Other members appointed to the body include Messrs. Joaquin Blaz, Director of Taxes and Revenue; Frank Blas, the Governor's Special Assistant for Municipal Affairs; Dr. Katherine Aguon, Director of the Department of Education; and Messrs. Melvin Hagen, fiscal affairs expert; José Sarmiento, Director of the Commercial Port; Pedro Mauibusan, Special Assistant for Legislative Affairs; Gerald Perez, Director of Land Management; and José Rivera, Executive Director of the Guam Housing Corporation.

73. The Advisory Council will thoroughly assess and evaluate Guam's current political status and study "all options and alternative forms of political status" whereby the people of Guam would exercise their right to self-determination.

74. In his letter of transmittal to the President of the United States, enclosing copies of the order setting up these bodies, the Governor stated that the island of Guam, "currently organized as an unincorporated Territory of the United States intends to define its political status and exercise the right to self-determination."

## Economic conditions

### General

75. According to the report of the administering Power, Guam's economy has continued its rapid pace during the year under review, with the establishment of additional businesses and industries and intensified construction to meet new demands. In general, the Territory's economic growth rate was approximately 25 per cent in 1971/72 (33 per cent over the past five years) and there is every indication that it will continue to grow in the next several years. The military is still the Territory's most important part of the economic sector, having injected an estimated total of \$150 million into the economy in 1972/73, according to press accounts. After military spending, tourism is Guam's second largest industry (\$50 million), its growth of 40.9 per cent in 1971/72 having paved the way for the construction of additional hotels and other tourist facilities.

76. In view of the growing demand for local produce, the local Department of Agriculture has emphasized fruit and vegetable production and agricultural marketing. Light industries provide the Territory with items for local consumption. Watch components are now being manufactured for export to the United States.

77. The Administration has continued its efforts to attract additional outside investment to Guam. In May 1973, the Department of Commerce sponsored the fourth annual Guam Economic Conference. In the invitation, Governor Camacho noted that in "seeking to expand our economy, we welcome new investors and the expansion of existing investments". The annual conference is regarded as one way of facilitating the desired investment process.

78. Of the 13 applications for tax incentives received during 1972, the Guam Economic Development Authority (GEDA) approved five qualifying certificates. The combined investments of the five companies totalled more than \$8.5 million. The companies included four manufacturing plants and the Guam Kakuei Hotel, a 12-storey structure at Tumon Beach, a popular tourist area. The eight pending applications included six additional hotels, a building materials manufacturer and a carpet manufacturer.

79. The development of two industrial parks was completed by GEDA during the period under review. One of these, on Cabras Island, comprises 32 acres adjacent to the new Commercial Port. A warehouse and cold storage facility was under construction on the island and was expected to be completed by November 1972 at an estimated cost of \$2.0 million. The Kaiser Cement and Gypsum Corporation planned to begin construction of its cement distribution plant in August 1972. The work is expected to cost \$600,000. Other industries in operation on Cabras included Dillingham Maritime Services (ship repair and tug service), the Guam Oil and Refining Company (oil tanker mooring dock and ship deballasting facility) and the terminals of the Esso Corporation and the Mobil Oil Company.

80. Construction of the Guam International Trade Center at the E. T. Calvo Memorial Park, was also under way. It will provide space for international trade fairs, accommodations for exhibitors, international restaurants and office space for local and federal government agencies. The cost of the Center is estimated at \$9.8 million. GEDA also has 16 acres located at Harmon which accommodates two garment manufacturing plants, a laundry and dry-cleaning facility, iron works firms and warehouses.

81. The Twelfth Guam Legislature is reported to be discussing a bill to redirect GEDA from foreign assistance to "native-born" benefits and to establish a five-year residency qualification for loans and corporate ownership.

#### Power

82. According to the report of the administering Power for the year under review, efforts to alleviate the island's power shortage are beginning to yield encouraging results. During 1972, much-needed capital was obtained with the sale of \$4.6 million of Series C revenue bonds to the Bank of America, and by increasing power rates. The proceeds will enable the Guam Power Authority to increase its generating capabilities by building additional power plants.

83. The Dededo Diesel Plant, with an 11 mW capacity, began operating in 1972, as did the Power Barge which now supplies 20 mW to the island system. Modification of the barge's transformer, however, will enable it to generate at full capacity of 30 mW by early 1973. Additional power was also made available by the completion of the United States Navy's 25-mW plant at Tanguisson. A 25-mW plant built by the Guam Power Authority adjoining the plant at Tanguisson began operation in January 1973.

84. According to a marine study report by the University of Guam, the two Tanguisson plants, both of which are operating without a permit, have caused the death of a large portion of the reef near the plant water outlet. Approximately 10,000 square metres of the reef have been destroyed.

85. In keeping with the increasing power needs of the Territory, the Guam Power Authority is also building two 66-mW generating plants on Cabras Island. Approval to proceed with the construction was given at the close of the year to Mitsui and Company (USA), Inc. The first unit is expected to be in operation by August 1974. By an agreement between the Authority and the United States Government, the United States Navy will relinquish control of the island power system after one year of successful commercial operation of the plant on Cabras.

86. The number of customers of the Guam Power Authority increased by 1,816 during 1971/72 to 17,012. This figure included 15,454 residential, 1,246 commercial and industrial and 312 governmental users. Sales of kWh rose correspondingly from 258,442,000 kWh in 1970/71 to 309,349,000 kWh in 1971/72.



## Public finance and foreign trade

87. General revenue and expenditure in 1971/72 totalled \$101.0 million and \$70.6 million respectively (\$88.5 million and \$63.7 million in 1970/71).

88. A total of \$59.0 million in taxes and \$1.6 million in revenue was collected during the year, representing an increase of \$13.5 million over the previous year. Of the taxes collected, \$38.8 million were from income taxes; \$17.5 million from business privilege taxes; \$1.9 million from real estate taxes; \$365,900 from use taxes; \$171,200 from admission and excise taxes; and \$286,178 from hotel occupancy taxes. Substantial increases were reported in all categories over the previous year.

89. On 30 June 1972, the Eleventh Guam Legislature reportedly adopted a \$99 million budget for 1972/73. This represented an 18 per cent increase over the budget for 1971/72. The budget was divided as follows: the executive branch, \$70.0 million, including \$34.2 million for public education; the judicial branch, \$1.4 million; and the legislative branch, \$1.2 million. Governor Camacho immediately vetoed the acts incorporating the budget, but the Legislature overrode his veto by a vote of 17 to 1, with 2 abstentions.

90. The original allocation of \$99 million is reduced to an actual amount of \$72 million for spending by earmarking nearly \$27 million for matching federal funds; absorption of the 1972 deficit of \$3.2 million; advances to the Public Utilities Agency of Guam (PUAG) and repayment of rehabilitation funds.

91. Federal grants to the Territory included \$1.2 million under the 1970 Airport and Airways Act; \$36,800 from the United States Fish and Wildlife Service; \$54,770 for air pollution control; and \$285,450 to construct sewers from the Environmental Protection Agency (EPA). The grant from the FAA was delayed because of its controversial tie to the Sella Bay land exchange (see paragraphs 100 to 107 below). With the grant from EPA, funds for the sewerage line construction now total \$4.4 million.

92. The new Bank of Guam, opened in December 1972, reportedly has nearly 900 shareholders and is believed to be the largest corporation organized in Guam. It is capitalized at \$1.5 million with \$1 million in capital stocks and \$500,000 in reserves.

93. The President of the United States recently signed an appropriation for the Department of the Interior which included \$1.0 million for 1972/73, under the Guam Development Fund Act of 1968 (Public Law No. 90-601). These funds are for use as loans and loan guarantees to promote the development of private enterprise and industry in the Territory. The law authorizes the appropriation of \$5.0 million to promote development in accordance with the plan submitted by GEDA and approved by the Secretary of the Interior.

94. In the field of international trade, Guam had a trade deficit of \$111.2 million in 1971/72; imports amounted to \$115.0 million (including \$65.0 million from the United States and \$18.3 million from Japan); and exports totalled \$3.8 million.



95. The expiration of the Guam Rehabilitation Act by which the Territory has benefited by \$75 million in direct grants and loans from the United States Government over the past 10 years, will sharply reduce the administering Power's appropriation for the Territory, from \$17.3 million in 1972/73 (\$9.7 million in loans and some \$6 million in indirect grants) to \$1.5 million in 1973/74.

96. Mr. Won Pat reportedly considers that the Territory should request financial assistance for capital improvements if it needs the aid for public works, rather than try to perpetuate the programme which has provided loans and grants for the recovery of Guam from typhoon Karen in 1972.

97. In this connexion, it was recently reported that Mr. Won Pat had introduced two bills in the United States House of Representatives with a view to obtaining material assistance for Guam. One measure seeks authority to borrow \$40 million from the federal Government to compensate for the loss of funds under the Rehabilitation Act. The other bill would allow Guam to decide in referendum whether it wants to float bonds beyond the existing federal limit, which restricts such public indebtedness to 10 per cent of the total assessed property value of the Territory.

98. The operating budget for the Government of Guam for the year ending 30 June 1974 was submitted to the Twelfth Guam Legislature in March 1973 and amounted to \$119.8 million, or about \$20.5 million over the current budget. Of this amount, it is estimated that \$102.5 million would come from local revenue and the remainder from grants-in-aid from other federal programmes.

99. It is reported that the gross receipts tax of 30 per cent, now levied by the Government of Guam on United States corporations in Guam as well as on non-resident employees earning income in the Territory, will be abolished.

#### Land utilization

100. As previously reported, the Governor of Guam and the Commander of the United States Naval Forces, Mariana Islands, signed a Land Exchange Agreement in April 1972 enabling the Government of Guam to obtain a controlling interest in 3,000 acres of federal property, including land for a new power plant, air terminal expansion at the naval airbase, new schools and municipal facilities. An area of more than 1,100 acres for conservation and recreational use was also included in the agreement. It established June 1975 as the target date on which the territorial Government would assume full control and operation of the island-wide power system. According to the agreement, the Department of Defense would acquire 266 acres at Sella Bay on which to relocate an ammunition pier from Apia Harbor. This has touched off an extended controversy.

101. On 12 January, in an attempt to give the entire area ecological significance, Senator Paul Fordallo of the Guam Legislature had introduced a bill that would establish a territorial seashore park to stretch two miles in either direction from the Old Spanish Bridge at Sella Bay.

102. A Select Committee of the Guam Legislature presented a report on the subject in May 1972. Among other things, it considered that the Governor had been coerced by the United States Navy by threats to condemn the land. The Legislature, by adopting the report, called on the Secretary of the Interior to withhold his consent to the agreement. At that time, Rear Admiral Paul Pugh, the retiring Naval Commander of the Mariana Islands, stated that the \$12.0 million ammunition wharf would not be built for three years.

103. Subsequently, a suit was filed by Senator Bordallo contending that Governor Camacho had not consulted the Legislature in accordance with Public Law 11-93. On the basis of the suit, a temporary restraining order was issued to prevent the land exchange. On 2 June, however, this decision was overturned by the United States District Court which was of the opinion that the Governor had the authority through the Secretary of the Interior to transfer the land. On 22 July, it was announced that Senator Bordallo would appeal the suit.

104. In July, it was also announced that four Guamanian legislators with their legal counsel had travelled to Washington, D.C., to meet with officials of the Department of the Interior, the FAA, EPA, several congressmen and Admiral George S. Morrison, the newly appointed Naval Commander of the Mariana Islands, concerning the Navy's intentions at Sella Bay. The EPA contended that the Navy had omitted consideration of many aspects of its proposed project and should submit a more complete statement on the "enlargement" of its Fena Valley naval magazine as well as a military use survey of the island.

105. At approximately the same time, Mr. Won Pat appealed to the President of the United States to intervene in this matter and to declare as excess some of the Government's vast land holdings in the Territory and to transfer them to the people of Guam who needed them, especially in connexion with the tourist industry. One Guamanian senator who travelled to Washington, D.C., declared that if the Navy assumed control of the Sella Bay area it would retard the development of the island's fledgling tourist industry, because the bay was one of the most beautiful and unspoiled areas of the island.

106. In December 1972, the Eleventh Guam Legislature overrode the Governor's veto and passed into public law a provision that any transfer of land to the federal Government must have the concurrence of the Legislature. In March 1973, on a suit filed by 14 members of the Guam Legislature, the United States Ninth Circuit Court of Appeals in San Francisco found that the April 1972 agreement was invalid. Consequently, the terms of the agreement, portions of which had been carried out, were confused. Senator Bordallo submitted a draft resolution to the Twelfth Guam Legislature which would have requested the President of the United States to send a special emissary to Guam to study the Navy's contention that an ammunition wharf at Sella Bay was necessary. On 5 April 1973, it was reported that the agreement, originally signed nearly a year previously by Governor Camacho and Rear Admiral Pugh, had been submitted to the Twelfth Guam Legislature for its approval, in conformity with the decision of the United States Ninth Circuit Court.

107. On 4 May, it was further reported that Mr. F. T. Ramirez, Speaker of the Twelfth Guam Legislature, had been briefed by the Government of Guam and United States naval officials on their views concerning Sella Bay. Progress by the Guam Power Authority at its new power plant on Cabras Island and joint use of the island's air terminal at the Naval Air Station were also affected by the voided agreement (see paragraph 128 below).

108. In July 1955, the Guam Legislature had set up an office to deal with land claims. Subsequently, its Special Committee on Federal Problems issued a report stating that there were 110 cases involving land taken by the military between 21 July 1944 and 13 March 1957, of which it was suspected that there had been no just compensation. A bill was before the United States House of Representatives to authorize the local District Court to hear cases on land taken by the military after the war. The federal Government owns about one third of the land of Guam, but some federal officials claim that more than 20,000 acres have been returned. Guam qualifies under a 1949 law which allows it to negotiate for federally held property for community projects.

109. In its report, the Special Committee on Federal Problems stated the following:

"Because of the long history and naval rule in Guam and the dependence of the Guamanian people upon the Navy, the Navy was under a special (trust) to treat the Guamanian population as wards rather than as competitors or negotiating equals. In this duty, the Navy fully failed when it came to taking private lands for public use....

".....

"Lands taken by the United States in Guam... were basically taken without 'due process of law'. That is, the lands were taken by the Navy at whatever price it chose to pay and the property owners were helpless to protect themselves.

".....

"Voluntary negotiations between representatives of the Navy and land owners were a mockery. The naval negotiators represented a fearsome military force which had just released the Guamanians from their Japanese conquerors. The resultant feelings of gratitude and patriotism, mixed with fear, were fully capitalized upon by the military, and the only remaining assets of those Guamanians were taken for public use upon the payment of mere pittance."

110. It was reported in December 1972, that the Subcommittee on Territorial and Insular Affairs of the United States House of Representatives had found that 750 land owners were affected by the military acquisition of land on Guam. It was also reported that HR 5440, of the ninety-second United States Congress, a bill to amend the Organic Act of Guam, dealt with this subject.

111. In its annual report, the administering Power states that with large tracts of land owned by the Government of Guam still to be registered the Department of Land Management has given priority to surveying these properties. Prior to the year under review, Government of Guam land registration maps had been completed for approximately 4,270 acres. During the year under review, the Department of Land Management surveyed a total of 3,559 acres, with an estimated value of \$16.2 million based on conservative real estate tax assessments. This brought to 7,829 the number of acres of government land surveyed, constituting about one third of public lands for which government titles were being sought.

112. In a move to make the Agricultural Land Lease Program more effective, the Department of Agriculture has adopted a more rigid evaluation and screening procedure of applicants and lessees. Thus, applicants who failed to meet the requirements set forth by the Department would be disqualified from obtaining a lease of government land. In the case of a lessee who failed to make the required improvements on the leased property, his lease would be revoked and he would be removed from the property.

#### Agriculture, livestock and fisheries

113. According to the administering Power, the territorial Department of Agriculture has set up a new programme and submitted a special budget to initiate such projects as: (a) freshwater fish culture and fishing operations; (b) commercial production of marketable fruits and vegetables; and (c) the construction of slaughter-houses and poultry processing facilities. It also revised its extension services programme by dividing the island into four regions with an extension agent assigned to each area. The budget for the Department was reported to be \$832,380.

114. In view of the growing demand for local produce, fruit and vegetable production and agricultural marketing are being stressed. For this purpose, a team comprising a veterinarian, an entomologist, a plant pathologist and extension agents have been organized to conduct regular farm visits and to attend to major problems affecting the farmers' crops, especially fruits and vegetables. The extension service personnel also assisted several farmers to transport some 22,000 pounds of fresh produce, valued at \$6,600, to various outlets, including hotels, roadside stores and restaurants.

115. Through the initiative of the extension services, the Malojloj Farmers' Cooperative was organized with 14 charter members.

116. With the enactment of Public Law 11-119, the Department was reportedly able to administer its Farm Loans Program more adequately. This law increased from \$5,000 to \$10,000, the maximum loan that a farmer or fisherman may obtain under the Farmers Small Loan Revolving Fund. At 30 June 1972, 42 loans involving \$181,050 had been granted, of which 52 per cent were for crop and equipment loans, 34 per cent for poultry, 11 per cent for swine and 3 per cent for cattle. A further 56 loan applications (amounting to \$349,000) were pending.

117. The production of fruits and vegetables increased from 1.8 million to 2.5 million pounds during 1971/72, partly owing to expanded acreage, favourable weather and improved crop yields. It is reported, however, that this meets only about one-eighth of the needs of the Territory. An estimated 1.6 million pounds of fresh produce (valued at \$320,000) were delivered to retail stores, hotels, restaurants, the Farmers' Market and the military.

118. During 1971/72, the veterinary services division of the Department examined and treated 357 animals (swine, cattle, goats, etc.) and an estimated 22,000 poultry birds. As a result of the formation of the Guam Swine Producers Association in 1972, the demand for breeding services increased by 27 per cent. Stud services were extended to 204 swine farmers, with a total of 513 sows serviced (an increase of 9 per cent). Stud services were also provided to 202 cows on 60 farms. In addition, 15 head of cattle were sold by the Department for breeding purposes.

119. In 1972/73, there were 587 commercial farmers, including five alien concerns. Of this number, 50 were cattle raisers, 273 were swine farmers and 264 grew fruit and vegetables. Sixty-five per cent of the farms are in the southern part of the island. In addition, there were 43 farmers engaged in egg production, with approximately 170,000 laying hens (120,776 in 1971/72). During 1971/72, 8,742 pullets were sold to poultry raisers, an increase of 16 per cent, and egg production totalled 2,065,270 dozen.

120. During 1971/72, the Department's farm equipment services were extended to 458 farmers. A total of 338 acres were cleared, 135 acres were ploughed and 169 acres were mowed. A total of 243,444 seedlings and 5,358 fruit trees were sold, an increase of 45 per cent and 79 per cent over the previous year.

121. Guamanian authorities are reportedly prepared to import about 200 agricultural and fishery workers from Asia in an effort to develop the island's agricultural and fishing industries.

### Tourism

122. The administering Power reports that, as expected, the development of tourism has continued its upward trend. During 1971/72, 146,546 visitors came to Guam, an increase of 40.9 per cent. Of this number, 108,430 were tourists from Japan. Japan continues to be Guam's largest tourist market and reportedly contributes 86.6 per cent of the tourists. During 1972, 93,873 of the 107,850 visitors from Japan were tourists. The United States market is the second source of visitors and tourists. It constitutes 15 per cent of the visitors and 7.2 per cent of the tourist market.

123. In the calendar year 1971, the Guam Visitors Bureau reported that visitors and tourists alike contributed \$33.5 million to the local economy.



124. The industry was further aided during the year with the opening of the Guam Hilton Hotel. Another hotel, the Guam Okura, with 230 rooms, opened at the end of 1972, bringing to seven the number of first-class hotels catering to tourists. A further seven first-class hotels were under construction with almost 2,000 rooms. The total number of hotel rooms in all hotels was reported at 2,100 as of 31 December 1972, with 3,000 forecast in 1973.

125. It is reported that tourists have had to pay an increased hotel room tax since June 1972 when Governor Camacho signed Public Law 11-145 increasing the hotel occupancy tax from 5 to 10 per cent. It is the highest such tax in the United States and its dependencies. The money accumulated through the 5 per cent tax is placed in a tourist attraction fund, disbursed by the Guam Department of Commerce. It is to be used for a five-year capital improvement plan.

126. A warning note to Guam's tourism has reportedly been sounded by Mr. Martin Pray, Associate Professor of Travel Industry Management at the University of Guam and former sales manager of Continental Air Micronesia. In a speech to the local Chamber of Commerce on 28 March 1973, Professor Pray enumerated several challenges to the industry, including destruction to the environment, the matter of public safety, the cost of labour, the lack of planning which might eventually set residents against tourist groups, increased air fares, etc. Using various islands in the Caribbean as examples, he stressed that Guam may be headed for "trouble through tourism and we can no longer allow our directions in this industry to be determined by absentee interests. Neither do we need to call upon consultants from afar to guide us.... We have sufficient expertise among us on Guam to know what we want and how to get it. But we must get on with it and the time to begin was yesterday".

#### Transport and communications

127. The four airlines which have contributed significantly to the Territory's tourist industry are Pan American World Airways (PAA), Trans World Airlines (TWA), Continental Air Micronesia and Japan Air Lines (JAL). Altogether they provide 128 flights a week to and from Guam. Continental Air Micronesia accounts for 44 flights per week mostly from the Trust Territory of the Pacific Islands. It was reported early in 1973 that these four airlines had signed a 15-year non-cancellable lease with the Guam Department of Commerce to use the facilities at the International Airport. Five other airlines have also applied to serve Guam.

128. Inasmuch as the runway of the International Airport is owned by the United States Navy, the airport was affected by the joint use agreement signed by the Navy and the Government of Guam on 26 April 1972 (see paragraph 107 above). This agreement, inter alia, authorized the continued use of the runway and facilities by civilian aircraft. It also made Guam eligible to receive approximately \$1 million a year for development of the facilities. Because of the Sella Bay litigation, however, the other provisions of the agreement are in jeopardy.

. The volume of air cargo rose from 12 million pounds in 1971 to 16.8 million pounds in 1972. For 1971/72, the Guam International Airport generated a total of \$669,155 in revenue but incurred \$261,459 in expenses.



130. In 1972, the Commercial Port of Guam became a trans-shipment port for general cargo originating in the Far East. Approximately 3,000 short tons of canned pineapple products are being trans-shipped through the Territory each month to the United States. Other items include coffee beans in bags and cocoa beans. The Commercial Port reported an increase in the volume of imports from 719,189 tons in 1970/71 to 739,073 tons in 1971/72 despite shipping strikes in both Japan and the United States. The Port increased its charges in the latter part of the year ended 30 June 1972. It expects to meet operating costs with the increase and to be able to reserve approximately \$1 million a year for port improvements.

131. It was reported that the master plan for the expansion of the Commercial Port was completed by Greenleaf/Telesca in June 1972. The present Port, although completed in 1970, is inadequate to handle increased shipping and cargo. The plan envisages a five-year capital improvement programme consisting of construction projects totalling \$15 million, taking into account harbour needs up to the year 1990. The present port comprises 33 acres, with 2,650 feet of docking space.

132. In a move to assist highway programmes, the administering Power reports that the territorial Department of Public Works has added two new sections to its Division of Highways: engineering, and planning and rights of way. This increases the department's ability to build and maintain primary roads and provide street and highway improvements. The expansion is in keeping with the demands to build more roads to previously inaccessible areas, pave village streets and provide needed maintenance to existing roads. During 1971/72, the Highway Division completed 14 different projects at a cost of \$260,000. Twenty-six other projects were being designed or in an early construction stage. It was recently reported that \$5.5 million in unexpended highway funds were available for specific projects already proposed or under study and could not be used for new projects.

133. According to the report of the administering Power, the state of the Territory's 9,000-telephone system, administered by PUAG, continued to deteriorate, and public outcry and indignation have increased. The system suffers from a lack of funds for capital improvements and a shortage of skilled manpower, technical knowledge and supplies. As a result, the telephone system is unable to satisfy public needs despite steps taken in 1971 to improve it. These included engaging experts to manage the system for one year and to train personnel. The experts submitted a capital development plan calling for an outlay of more than \$1 million over the next five years. Subsequently, the contract with the experts was terminated and the telephone system has continued to deteriorate.

134. It was reported that a legislative committee examining PUAG had concluded that the Agency would collapse within a year without the receipt of further funds. According to the committee, \$20 million would be needed to up-grade the system and another \$20 to \$30 million would be required over the next 10 to 15 years to meet demands. Supplies were in a critical state and PUAG was holding more than 4,000 applications for telephone service. The Governor called the percentage of "failed" calls (about 10 per cent), "unacceptable". Representative Won Pat has reportedly requested

the United States Congress to amend the 1936 Rural Electrification Act to enable Guam to qualify for low-interest loans to improve its electrical and telephone systems.

## Social conditions

### Social welfare

135. The President of the University of Guam has pointed out that as one of the disturbing things amidst the glowing statistics of economic growth and the gross territorial dollar product, "... 1,677 families were being classified and assisted by the Government as poverty-families in 1970. The number of poor families increased by 864 in 1971..."

### Housing

136. The massive urban renewal projects in Sinajana and Yona, the two villages heavily damaged by typhoon Karen in 1962, were gradually taking on the image of a modern community in 1971/72. The Guam Housing and Urban Renewal Authority (GHURA) reported that more than 60 per cent of the development in the 215-acre Sinajana project had been completed.

137. The second phase of the projects was expected to be completed in November 1972. The latest gross project cost for Sinajana was estimated at \$14.6 million, of which the United States Government would provide a total of \$9.0 million. Of the 727 families in the Sinajana renewal area, 524 were to be displaced. By 30 June 1972, 369 families had been relocated. By the same date, \$577,850 in loans and \$103,466 in grants had been approved for rehabilitation of substandard structures in Sinajana.

138. The gross project cost for the Yona renewal was estimated at \$5.6 million. Federal participation would amount to \$3.7 million in capital grants, in addition to providing all of the relocation payments (\$606,078) and rehabilitation grants (\$24,000). Only 84 of the 203 structures in the 87-acre Yona project area are to be rehabilitated. Of the 245 families living in the Yona renewal area, 127 are to be displaced. Unlike the low-rental housing at Sinajana, the Yona units are being built under a home ownership programme whereby the tenants might eventually purchase them. Bids have been awarded for the Yona housing project, and it was expected to be completed by late 1973.

139. It was reported that GHURA had received a \$2 million grant from HUD. The money was to be used for new and increased relocation payments to residents of the Sinajana project. The grant was part of \$44 million needed to complete the project.

140. In conjunction with the Sinajana urban renewal project, 18 acres of land adjacent to the project area have been developed into 54 residential lots. By 30 June, 32 houses had been constructed on the lots.

141. Operating on its own revolving fund appropriated by the Guam Legislature, the Guam Housing Corporation approved 107 home loans in 1971/72 with an outlay of \$1.9 million, bringing to 700 the number of loans approved by the Guam Housing Corporation since its inception in 1953.

142. The Guam Housing Corporation has obtained a \$2 million revolving credit from a local bank to augment its resources in order to meet the increasing demand for residential home loans, particularly for low-income families. It has also obtained authorization from HUD to handle Federal Housing Authority (FHA) mortgages at parity with other lending institutions on Guam.

### Labour

143. Because of Guam's rapidly developing economy, aliens are being imported as skilled manpower to meet the demands of new industries. During the period under review, the administering Power reports that there were more than 7,200 alien contract workers in the Territory, comprising approximately 23 per cent of the total work force.

144. Steps were taken to alleviate the adverse effect of alien labour on local wages and to stimulate greater development of the local labour force. The Guam Manpower Co-ordinating Council co-ordinates all federally and locally financed manpower programmes of the various agencies in the Territory, and a special assistant to the Governor has been appointed to develop and implement a comprehensive manpower plan. Because of limited funds available, the Federal Manpower Administration has approved \$3 million, instead of the \$6 million requested, to implement the plan for 1972/73.

145. With the co-operation of United States and local labour department officials, a new policy on importation of alien labour to Guam was announced in 1972, providing for stricter screening procedures for labour certification and requiring employers utilizing alien labour to employ at least 10 per cent of their work force from among local residents. The total work force in 1971/72 was reported at 30,365 (26,753 in 1970/71) divided into the following categories:

Local government	7,268
Construction	7,149
Military establishments and federal Government	6,087
Retail enterprises	4,044
Services	2,797
Manufacturing	996
Commerce and industry	777
Finance, insurance and real estate	643
Wholesale enterprises	575
Agriculture, fishery and forestry	29
Total	30,365

146. A new prevailing wage scale was put into effect in the period under review. The new scale, which will be raised every six months up to June 1974, is intended to increase gradually the wages in certain occupational skills to a level where they would become more competitive and thus attract more local residents into these occupations.

147. In view of the critical shortage of local skilled workers, a large number of apprentice and in-service training programmes have been introduced by both federal and local government agencies as well as by private associations.

148. One hundred and twelve cases were investigated by the Department of Labor during the period under review. The cases included 56 for wage claims, 40 of which were completed, involving wage settlements of \$47,900. One complaint of unfair labour practice was investigated during the year, as well as six cases of alleged wage claim violations which were referred to the Attorney-General's Office. Public Law 11-74 was enacted by which every employer becomes liable for payment of compensation to its employees, or to their dependants, in the event of death resulting from injuries incurred while working. The waiting period for payment of disability compensation was also eliminated. During the year, the Workmen's Compensation Commission handled 462 cases, of which 379 were closed.

#### Public health

149. The selection of a site for the proposed new health care complex developed into an issue during 1971/72 and, according to the press, has been carried into 1972/73. Although a survey conducted in 1971 had narrowed the number of possible locations from 10 to 3, no selection was officially made. According to the administering Power, the Comprehensive Health Planning Council recommended to the Board of Trustees of the hospital that the present site of the Guam Memorial Hospital was adequate for the proposed new complex.

150. The Board of Trustees concurred in this recommendation but site became the subject of a sometimes heated discussion in the Eleventh Guam Legislature which finally passed a measure to locate it in Chalan Pago. This decision was vetoed by the Governor. During 1971/72, the Board of Trustees entered into a contract with a Los Angeles (United States) firm to undertake a feasibility study on prepaid medical care, sources of capital financing, a projection of facilities needed at five-year intervals until 1990 and to provide schematic drawings for the first increment of the new hospital.

151. A new debate began in the Twelfth Guam Legislature, and it was reported that Governor Camacho had signed Public Law 12-10 of 5 April 1973, authorizing \$25 million toward the construction of the new hospital. Dr. Gordon Findley, the Administrator, announced that the new facilities would be built on the same 70-acre tract housing the present institution, but final plans could not be made until the money for the building was appropriated.

152. On 25 March, the Governor stated that the Joint Commission on Accreditation of Hospitals had granted the Guam Memorial Hospital accreditation for a 12-month period ending September 1973, provided it met certain requirements.

153. A total of 10,214 patients were admitted to Guam Memorial Hospital in 1971/72, an increase of 2,914 over the previous year. Rates at the hospital have increased substantially during the period under review. The Catholic Medical Center, which was established more than a decade ago, moved from Agaña to its new \$800,000 facility at the E. T. Calvo Memorial Park. It was recently reported that the financing and construction of a new 160-room Roman Catholic hospital at Oka is now considered feasible. The hospital is to be financed entirely from private sources, with a budget of \$14 million to include both construction and interim subsidizing for a two-year period, reported to be necessary until the new institution becomes self-sustaining.

154. A comprehensive dental health programme for preschool and school children was conducted during 1971/72 by graduates of the Dental Technician programme of the University of Guam, who were utilized for the first time in this programme. More than 34,000 dental procedures were performed on a total of 16,590 patients.

155. In addition, the Department provided health services to 1,600 patients who were treated at various health centres. Through co-operative arrangement with the State of Hawaii and the Trust Territory of the Pacific Islands, cases that could not be handled in Guam were referred to them for evaluation and treatment. Under the tuberculosis control programme, 1,500 persons were placed on preventive treatment and 71 new cases were treated for active tuberculosis. Efforts to stem the rising incidents of venereal diseases were intensified.

156. Approximately 1,300 patients received ante-natal and post-natal care. A total of 1,974 patients were served under the Family Planning Services and 6,881 patients were accommodated at child health clinics. Public health nurses paid a total of 5,195 home calls during the year.

157. Protection and preservation of a clean and healthy environment continue to be major concerns in the Territory. On 18 November, the Guam Air Pollution Control Commission (GAPCC) approved the regulations of the Ambient Air Quality Standards, a document required by EPA which sets limits on air pollutants in the Territory. Under the Water Pollution Control Program, waste water disposal systems were reviewed in conjunction with the issuance of building permits by the Department of Public Works.

158. Expenditure on public health during 1971/72 totalled \$2.3 million and, on social services, totalled \$4.4 million.



## Educational conditions

### Public education

159. There are 35 public schools in Guam. Public school enrolment amounted to 26,329, including 16,698 at the elementary level; 5,141 in junior high school; 4,467 in senior high school; and 23 at the post-secondary level. High school graduates numbered 1,060; graduates from the Guam Vocational-Technical High School, 98; and graduates of the adult education programme numbered 29. Seven students completed the post-secondary vocational-technical programme. According to recent press reports, there are now 28,737 students in the Territory. According to the administering Power, the most significant achievement in the educational year was the maximum five-year accreditation received by the Territory's two senior high schools from the United States Western Association of Secondary Schools and Colleges.

160. Brodie Memorial School for Exceptional Children had an enrolment of 188 students during the year, an increase of 47 over the previous year. Approximately 700 students were enrolled in 21 adult basic education centres throughout the island. Among the courses offered were English and mathematics.

161. A Guam reader series is being developed for use in the Territory. The Department of Education is reportedly producing a textbook series in Chamorro specifically designed for the first to third grade levels. A third-year course in Japanese has been approved for two mission high schools.

162. The Harmon Loop Elementary School was opened during the year, with 29 class-rooms, and the Yona Elementary School was expected to be completed by early 1973. It is reported that another high school is to be built at a cost of \$7.2 million, but the site selected is in the Agat-Santa Rita area and is currently involved in the Sella Bay controversy. In response to the increased student enrolment throughout the island, 141 additional class-rooms were constructed.

163. According to the Department of Education, one third of the teachers recruited from outside Guam were expected to terminate their contracts at the end of the 1972 academic year. It was estimated that 257 teachers would have to be recruited to meet the requirements of the school system. On 28 February 1973, the Governor announced that he had established a five-member Territorial Commission on Education to reappraise Guam's educational system and submit a report within the year.

164. During the past 20 years, the University of Guam has followed a development pattern modelled after colleges and universities in the United States. Like those institutions, it is now obliged because of social and economic changes in the community which it serves to embark on a "new direction". With this in mind, Mr. Pedro Sanchez, its president, has called upon the staff and faculty to re-examine the institution's role and programmes in order to bring it abreast with the career needs of the Territory. Mr. Sanchez has appointed a University-wide ad hoc committee to focus on five career areas: (a) education; (b) management and



administration; (c) health, medical and social services and related careers; (d) business and technical areas; and (e) marine science and ecology.

165. Enrolment at the University totalled 3,196, an increase of 894 over the previous year. Of this number, 2,000 were full-time students and 400 were off-campus at Anderson Air Force Base. Micronesian students, included in the total figure, numbered 445.

166. A total of 262 degrees were awarded during 1971/72, an increase of 87 over the previous year. There was a significant increase in the number of degrees given in the field of education: 72 bachelor degrees and 63 master degrees. The first eight students in the College of Business and Applied Technology completed the Dental Auxiliary Program in the year under review.

167. According to the report of the administering Power, another significant development at the University was its designation as a land-grant institution by the United States Congress. The enabling legislation authorized a \$3-million appropriation in lieu of land which is not available on Guam. Under the land-grant status, the University will be entitled to receive an annual grant of \$250,000 as well as the income derived from the \$3 million endowment. Land-grant institutions were originally established by the Morrill Act of 1862 and their programmes are based principally on agriculture and the mechanical arts. Using these funds, the University will engage in agricultural research and initiate programmes in the two fields of study specified under the Morrill Act.

168. Expenditure on education in 1971/72 totalled \$28.0 million, including the following: \$11.5 million for elementary education; \$7.8 million for secondary education; \$4.7 million for the University of Guam; \$1.3 million for vocational education; and \$1.2 million for students receiving special education. Budgetary estimates totalled \$25.8 million for 1972/73 and \$33.0 million for 1973/74.

## APPENDIX

### STATEMENT BY THE GOVERNOR OF GUAM MADE BEFORE THE TWELFTH GUAM LEGISLATURE ON 30 JANUARY 1973

1. Let me take this opportunity to congratulate all 21 members of this new Legislature. The people's choice this year, will, I believe, prove justified and fruitful. The election results demonstrate that our people are no longer voting arbitrarily along party lines. The record shows that they have become selective in their choice of representatives. It can be said that in this election year the people have chosen men of action, individuals who have demonstrated sincere concern for public issues.
2. In the course of preparing my remarks, I have given long and serious consideration to the political status of the Territory in 1973. During the past few years, it is true, we have gained a greater measure of autonomy. We have been granted the right to elect our own Governor. We have won representation for Guam in the Congress of the United States. These are progressive steps towards democracy.
3. And let me make it perfectly clear for the record, before I go on to discuss our political status: I believe I speak for all of us when I say we are proud to be American citizens. You could not find a more patriotic community anywhere in the United States. Our sacrifices during the Second World War, and during the Viet-Nam war, are testimony to this fact. We, on Guam, are staunchly pro-American.
4. The principles of true democracy, however, have not yet been fully applied to Guam. It has been said that Guam is the showcase of democracy in the Far East. That is our goal, but as of this day it is not a reality. Guam in the year 1973 is still only a test-tube in the great laboratory of democratic traditions. We have a long way to go before it can truly be said that Guam shares in a government of the people, by the people, for the people.
5. I am not satisfied with Guam's limited measure of self-government. As an indication of our Government's present limitations and handicaps, consider the following:
  - We are proud to serve in the United States armed forces. We have lost 71 lives in the Viet-Nam war, not to mention the 24 Guamanians who have been disabled in combat. Yet we are still not privileged to vote for the President of the United States who decides whether or not we shall go to war.
  - Guam is governed by United States immigration laws which are clearly inappropriate to a small island. Guam is also critically short of labour; yet we are not free to import the numbers and kinds of workers we need to support a growing economy. In order to control economic trends and social influences on Guam, we should be given a voice in the drafting of immigration and labour laws more suited to our needs.

- In order to develop our trade and commerce, we should be free to negotiate and enter into trade agreements with neighbouring islands. Lacking the appropriate authority, however, we are unable to do this.
- Guam is dependent on ships and aircraft to serve her needs. Yet we are in no position to influence carrier routes, policies, rates or regulations. These matters are determined by the federal government and the Civil Aeronautics Board (CAB) in accordance with mainland interests.
- Guam's economic growth depends on a modernized, expanded infrastructure. We need larger ports to serve our aircraft and shipping. Yet we see some of our essential programmes delayed or curtailed by federal activities.
- My administration has recently presented arguments for either a \$14 million capital improvement loan from the federal government for the fiscal year 1974, or a \$45 million loan over the next five years to expand our facilities. Planned economic expansion demands an infusion of capital from external sources. Yet we have been informed by the Department of the Interior that, with the exception of grant-in-aid funds, no new funds will be available to Guam for capital improvements in 1974.

6. Guam is, in effect, marking time while surrounding countries out here in the Pacific control their own development by entering into mutual trade agreements with their neighbours or by borrowing funds from foreign banks or from organizations established specifically to aid small, backward countries.

7. The policies of the State Department, on the other hand, render Guam ineligible for foreign financial assistance. Guam has also been declared ineligible for United Nations economic or technical aid, even though we are full-fledged members of the South Pacific Conference, a United Nations organization established specifically to develop the economy of the islands.

8. In this calendar year 1973, I believe the time is ripe for Guam to reassess her political status. Guam should evaluate the impact and implications of existing federal laws and regulations upon her development. For over 70 years now, since the Treaty of Peace was signed in Paris on 10 December 1898, the people of Guam have inhabited a political no-man's-land, despite the assurance in the Treaty of Peace that the United States would determine the ultimate political status of the people of Guam. It is time that our political status was finally determined. Control of our destiny is our birthright. Full access to all human and natural resources to build the kind of Guam we want for the future: this is the image that should be seen through any showcase of democracy.

9. We must take the initiative. We should formulate whatever measures are considered necessary if Guam is to proceed further in the direction of a full-fledged State, whether it be to seek the interim status of a commonwealth, an incorporated territory or any other political status. Apathy or delay on our part at this late date in securing our full political rights will constitute a betrayal of our children. It will see us ultimately lagging far behind political and economic developments in Micronesia.

10. I therefore propose to appoint a political advisory committee consisting of representatives from the three branches of government and of the community at large. The committee will be required to take stock of the limited powers of our Government, to evaluate existing federal laws and policies and to assess our immediate needs. The committee will also be requested to furnish a report containing its findings and recommendations relating to an appropriate political status. I shall present legislation designed to establish this committee and to provide the funds necessary to support its activities.

11. In the course of preparing my State of the Territory Message, I have also reflected on the quality of that degree of self-government which we have so far been granted. With the same patience and longing with which we once sought to elect our own governor, we should now apply ourselves to protect that degree of self-government which we have already won. Our system of government will fail if we turn a blind eye to or condone the encroachment of the powers of one branch over the legitimate powers of the other. Our democratic system of government, whereby the balance of powers is equally divided among the three branches, has at times in the past been strained at the seams. You and I, therefore, must be the keepers and conscience of our democracy. When problems arise, we must avoid the temptation to table them, or to take unilateral action and thereby overstep the boundaries of our separate powers.

12. For too long, the legislative and executive branches have been deadlocked over basic issues - the disposition of the telephone system, the selection of a site for a new hospital, the creation of a public utility commission, the creation of a consumer protection bureau, district representation and gambling, to mention only a few. Meanwhile the people of Guam are left wanting. The people need a new hospital now. The people want a workable telephone system now. They want protection from economic exploitation now.

13. My administration will once again submit legislation to resolve these problems, and I have renewed faith that the members of the Twelfth Guam Legislature will rise to the challenge and work with me towards an acceptable solution.

14. If, on the other hand, we face continued deadlocks, I shall propose a system of joint working committees composed of representatives from both branches of government. These committees should sit in continuous session until our differences are resolved. The time to act on many of these problems was yesterday. The time to set partisanship aside and vote on the merits of the issues is today. I may not have a Henry Kissinger on my staff, but I assure you that this year I have delegated competent assistants to work in close co-operation with the Twelfth Guam Legislature; their mission is to establish a continuous and fruitful dialogue between the two branches of government.

15. Reviewing the growth and development of our government departments and agencies, you will observe that there has been a tendency for an increased number of agencies to seek autonomy. The status of autonomy has its advantages. Autonomy has enabled some of the agencies to acquire capital, either through bank loans or through the sale of capital bonds which they could not otherwise have obtained.

16. The Commercial Port of Guam currently ranks as a semi-autonomous agency. I shall, however, introduce legislation to create a port authority. This will enable the port to issue bonds and raise capital for the construction of facilities to cope with our rapid economic expansion. The port authority's tariff rates, charges, standards of service and safety regulations will, however, like those of other autonomous agencies, be made subject to the review and approval of the Public Utility Commission. Should an airport authority also be established some time in the future, its rates and charges, too, should be subject to the approval of the public utility commission.

17. Although there are benefits to be derived from creating autonomous agencies, we should be wary of breeding a situation wherein more and more agencies are given complete freedom to charge whatever rates they choose. The essence of government is, after all, the conduct of public business in the public interest. It is particularly important, therefore, that we enact legislation to establish a public utility commission, whose prime function will be to supervise the rates, charges, standards of service, and safety regulations - not only of the Public Utility Agency, but of all autonomous agencies who charge the public for their services.

18. We aspire to democracy on Guam, but you will agree that no ideal was ever achieved without the implementation of a sound plan of action. At the present time, we have a dozen agencies independently formulating long-range plans, which are frequently incompatible with each other. This administration has therefore retained consultants who are now drafting an integrated, long-range Guam Master Plan for the physical, social and economic development of the island. When the Guam Master Plan is completed to our satisfaction, if it is not to sit in the dust on the shelves, we must designate a planning agency to co-ordinate the plan's implementation. The agency would also co-ordinate the implementation of the long-range financial programme I mentioned earlier. It would also report developments in the private sector of the community, and bring major issues to my attention. The agency would ensure that future plans for public facilities are co-ordinated with expansion in the private sector.

19. A government in the twentieth century without a centralized planning agency is, I assure you, like a ship without a compass, sailing in no particular direction. I shall therefore establish a central planning agency within my office, and our budget submission for the fiscal year 1974 will include funding for that agency.

20. An integral part of the Guam Master Plan will be a future land-use plan. At the present time, land speculation is rife. The average family on Guam can no longer afford to purchase a lot. The old 1966 Master Plan for Guam has proven inadequate to cope with today's economic growth. The new land-use plan will enable us to channel future growth into carefully planned zones. Strict zoning regulations backed by law will help to stabilize the price of land. In the meantime, I shall introduce legislation that will require developers to provide recreation and school sites within their subdivisions. This measure will also require a provision for greenbelts between various urban uses.



21. The Guam Economic Development Authority (GEDA) has done a creditable job to date of stimulating economic activity on Guam. I am aware, however, that some businesses currently receiving tax subsidies are making excessive profits during their first years of operation. The time is now ripe to re-evaluate GEDA's tax abatement policies.

22. I suggest that the terms of tax subsidies in future be considerably reduced from the present maximum of 20 years. This is not intended to deter new industries from entering Guam. The intent is to provide tax subsidies only to the extent necessary, and only wherever their benefits clearly outweigh the costs. We cannot afford to grant tax subsidies to an unlimited number of businesses for an extended period of time, and at the same time finance all those government services upon which each business depends. The accumulated drain upon our resources will ultimately exceed any benefits we might otherwise derive. My administration will therefore review the facts and submit amending legislation to the law concerning GEDA.

23. On the economic scene, during the past few years we have witnessed a remarkable expansion in construction activities, tourism, transportation, imports and the establishment of financial institutions. In the latter area, Guam appears to be well on the way to becoming a financial centre in this part of the Pacific. Moreover, I am told our local people have exceptional talent as hosts, and that Guam is also well on the way to becoming a popular convention centre. All of which portends happiness and prosperity for the future.

24. The challenge presented to us by a rapidly expanding economy, however - most recently estimated to be expanding in the business sector at the rate of 35 per cent per annum - is one of control and direction. That is why it is so essential at this stage of our development that the people of Guam be given the tools - political status and legal authority - to mould this Territory into the shape we want for future generations.

25. I would be privileged, however, to discuss our economy at greater length in a separate state of the economy address, which I propose to present to you later this year.

26. The high cost of living on Guam is a matter of deep concern to all of us. Shipping strikes cause shortages in the stores. Prices rise visibly, and they remain high.

27. I, myself, do not pretend to know the best solution to the problem at this time. We are exploring the legality of imposing price and rental controls. However, before such drastic measures can be taken, we must compile exhaustive data covering many facets of the economy. We have already established a consumer price index. But several studies must be carried out before we have a sufficient basis on which to justify the imposition of price controls. Other alternative solutions to the high cost of living are also currently under serious consideration.



28. Before any action is taken, I assure you that its full implications will be studied carefully. At the same time, I urge the members of the Twelfth Guam Legislature to work in close unison with my administration to help resolve this problem. Let us also determine that this year we shall enact legislation to establish a much-needed consumer protection bureau.

29. The housing situation on Guam is yet another area of deep concern to all of us. The high cost of new housing has placed all hopes of owning a home beyond the reach of many. Nor am I satisfied that the Government of Guam low-cost housing programmes have been completely successful. The design and quality of housing constructed on former government land, and the increasing cost of these homes leaves much to be desired.

30. In the fiscal year 1974, therefore, I propose to implement a new housing programme designed to provide better homes for our truly low-income families. This can be accomplished, however, only if the Government of Guam retains firm control over the utilization of its land, over construction, over costs and, of course, over occupancy. That is, we are building houses for our less fortunate brethren, not for those who can afford to build or pay for their own homes, and certainly not for speculators.

31. The Government of Guam, through the Guam Housing Corporation, will conduct the site preparation of government land for housing development. This will necessitate an appropriation of funds by the Twelfth Guam Legislature for the construction of roads and the installation of utilities. To this extent the cost of housing for low-income families will be subsidized by the Government. The construction of the houses, which will be placed out on bid to private developers, will be in strict accordance with government design and specifications. The Guam Housing Corporation itself, in lieu of banks, will screen applicants for loans insured from the Federal Housing Authority (FHA). The Department of Housing and Urban Development (HUD) could provide low-income families with interest subsidies and assistance payments on the loans, depending on the level of income of the family. This tightly controlled programme should result in better housing at a lower cost to our people.

32. This does not, however, resolve the serious housing problems of many of our middle-income families who face market competition and inflated prices. The time has come for all of us to pool our resources to take whatever additional measures are necessary to alleviate our growing housing problem.

33. Yet another area of concern is the congested condition of our highways. Within the past two years, traffic on Marine Drive between Agaña and Tamuning has increased 60 per cent. The records also show that we have approximately 2.5 persons per motor vehicle on Guam. These figures represent the highest in the United States.

34. The solution to our highway problems is not limited to the construction of more highways. More highways consume our precious land. An additional solution is the operation of a mass transit system. The choice is clear. Either we crisscross

the island with roads to accommodate an unlimited number of cars or we reduce the need for so many cars by providing public transportation. If we choose the latter, we could save our land for other purposes, and save millions of dollars that would otherwise be consumed in unlimited highway construction. I shall therefore once again present legislation to appropriate the funds needed to match a federal grant which has been offered Guam to conduct a feasibility study for a mass transit system.

35. Finally, there has been an alarming rate of increase in crime on Guam, particularly in crimes involving firearms. Statistics are up on homicide, accidental shooting, armed robbery, rape, suicide and vandalism.

36. Modern society has leaned backwards in recent years to protect the rights of the accused. This, however, has too often resulted in the failure to protect the law-abiding citizen. It has frequently led to the exposure of the public to further crime and abuse. Permissiveness at home, leniency in the courts, the glamourization of violence on television and lax firearm laws - all these factors have contributed to the situation we face today. The time has come to assert the public's rights to security and peace of mind.

37. The administration will conscientiously implement the recently enacted legislation providing for more effective control of firearms. I also recommend that the courts in future be required by law to impose mandatory, minimum sentences on law violators. My administration is prepared to work in close harmony with the Twelfth Guam Legislature to enact whatever measures are necessary to protect our people from the arbitrary and savage assaults of criminals.

38. There are many other important items of legislation which my administration will be presenting to the Legislature, measures designed to ease the burden of the high cost of living, improve our standard of living and remedy existing inequities.

39. But let me end my message by reminding you that the future political and economic prospects facing this island community are far richer and fairer than those bestowed upon many other communities. We have been blessed with a temperate climate and physical beauty sufficient in themselves to generate prosperity. We have acquired experience in government sufficient to give us an advantage over many of our island neighbours. At the same time, we are in a favourable position to learn from history so that we can avoid the mistakes made by communities who have journeyed before us down the road of progress.

40. The physical scale of Guam is such that it could be sculptured into a model State. We are now at that critical point in our growth where we must perceive the Eden that could be ours. We should be willing to brush aside all petty considerations which will frustrate our success.

41. This is an exciting period of Guam's history in which to shoulder the responsibilities of government. To anyone interested in Guam's development, I say that the opportunities to contribute are abundant and the times are full of challenge.

## CHAPTER XIX\*

### COCOS (KEELING) ISLANDS AND PAPUA NEW GUINEA

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 902nd meeting on 23 February 1973, the Special Committee, by approving the sixty-eighth report of the Working Group (A/AC.109/L.841), decided, inter alia, to refer the Cocos (Keeling) Islands and Papua New Guinea to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 940th and 941st meetings, on 20 and 21 August 1973.
3. In its consideration of the item, the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session". The Special Committee also took into account General Assembly resolution 2977 (XXVII) of 14 December 1972 on the question of Papua New Guinea, by paragraph 10 of which the Assembly requested, inter alia, the Special Committee to continue to examine the question. Further, the Special Committee was guided by General Assembly resolution 2984 (XXVII) of 14 December 1972 concerning 17 Territories, including the Cocos (Keeling) Islands by paragraph 11 of which the Assembly requested the Committee "to continue to give full consideration to this question, including the dispatch of visiting missions to those Territories ...".
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 taken by the Special Committee, by the General Assembly and by the Trusteeship Council at its fortieth session, 1/ and on the latest developments concerning the Territories. The Special Committee also took into account the relevant sections of the report of its Chairman on the question of sending missions to Territories. 2/

---

\* The following chapters also relate to the present chapter: chapters III (A/9073 (part II)); chapter IV (A/9023 (part III)); and chapter V (A/9023 (part IV)).

1/ See Official Records of the General Assembly, Twenty-eighth Session, Supplement No. 4 (A/9004).

2/ A/9023 (part II), chap. III, annex.

5. At the 940th meeting, on 20 August, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/PV.940), introduced the report of that Sub-Committee (A/AC.109/L.904) containing an account of its consideration of the Cocos (Keeling) Islands and Papua New Guinea (A/AC.109/SC.3/SR.178 to 182, 185 and 186). The representative of Australia as the administering Power concerned also made a statement (A/AC.109/PV.940).

6. At the 941st meeting, on 21 August, the Special Committee decided to adopt without objection the report of Sub-Committee II and to endorse the conclusions and recommendations contained therein (see paragraph 8 below).

7. On 27 August, the text of the conclusions and recommendations was transmitted to the Permanent Representative of Australia to the United Nations for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

8. The text of the conclusions and recommendations adopted by the Special Committee at its 941st meeting, on 21 August, to which reference is made in paragraph 6 above, is reproduced below.

##### General

(1) The Special Committee reaffirms the inalienable right of the people of the Cocos (Keeling) Islands and Papua New Guinea to self-determination and independence in conformity with the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in General Assembly resolution 1514 (XV) of 14 December 1960.

(2) Recalling that its consideration of the question of Papua New Guinea has been facilitated considerably as a result of the dispatch of United Nations visiting missions to the Territory in 1971 and 1972, the Special Committee expresses its appreciation of the continued adherence by the administering Power to the principle of visiting missions. Concerning the Cocos (Keeling) Islands, it especially welcomes the statement of the representative of the administering Power that it will be happy to receive a visiting mission to that Territory, subject to mutual agreement as to timing and composition.

##### Cocos (Keeling) Islands

(3) The Special Committee is conscious of the tiny size of the Cocos (Keeling) Islands, its small population and limited resources. It recognizes that these factors need to be taken into account by the people of the Cocos (Keeling) Islands, especially those living on Home Island, in deciding freely for themselves what kind of political status they may wish to have when exercising their inalienable right to self-determination in conformity with the Declaration. Nevertheless, these factors do not justify any delay in the full and speedy implementation of the process of self-determination of the people of the Cocos (Keeling) Islands in accordance with the provisions of resolution 1514 (XV).

(4) The Special Committee notes with interest the statement of the representative of the administering Power that the Australian Minister of State for External Territories intends to submit to his Government a report containing proposals for the future of the Territory. It expresses the hope that such proposals will be made available to the Special Committee to enable it to understand better the special situation prevailing in the Territory.

(5) With respect to the economic conditions prevailing in the Cocos (Keeling) Islands, the Special Committee recommends to the administering Power that it continue to take steps to ensure that the people of the Territory are trained so that they may fill skilled positions in the local copra industry.

#### Papua New Guinea

(6) The Special Committee notes with satisfaction that Papua New Guinea is making steady progress towards the achievement of the goals proclaimed in resolution 1514 (XV) and that progressive steps to this end are being taken by the administering Power. The Special Committee also commends the administering Power for its continuous co-operation with the Special Committee in providing it with valuable information on the Territory as well as in receiving the visiting missions composed according to General Assembly resolution 2590 (XXIV) of 16 December 1969.

(7) The Special Committee notes with satisfaction that the Governments of Australia and Papua New Guinea have established a time-table for the attainment of self-government in the Territory beginning in December 1973, when formal self-government will be introduced by means of amendments to the Papua New Guinea Act to be adopted by the Australian Parliament, and having its completion in May 1974, when the Australian Parliament will consider further amendments to the Act. The amendments will remove from the Act those parts providing for the internal constitution of the Territory which have been included in the Papua New Guinea Constitution, scheduled to be adopted by the territorial House of Assembly in April 1974.

(8) The Special Committee welcomes the statement by the representative of the administering Power that, once self-government has been attained, the Government of Papua New Guinea will have a wide degree of responsibility for, and involvement in, matters of defence and external affairs, and that the Australian Government will exercise its powers in those spheres only after close consultation with, and advice from, the Government of Papua New Guinea.

(9) The Special Committee endorses the view that the house of Assembly, as the duly elected representatives of the people of Papua New Guinea, in consultation with the administering Power, should decide the date for the attainment of independence of the Territory in the light of General Assembly resolution 2977 (XXVII) of 14 December 1972. Pursuant to that resolution, the Special Committee calls upon the administering Power, in consultation with the Government of Papua New Guinea, to prepare a time-table for independence.

(10) The Special Committee expresses once more its concern over the issue of national unity in the Territory and takes note of the reaffirmation by the administering Power of the importance of ensuring that the unity of Papua New Guinea should be preserved throughout the period leading to independence. In this connexion, the Special Committee reaffirms its position that efforts should be intensified to promote national unity through a large-scale programme of political education.

(11) The Special Committee notes with satisfaction the statement made by the Prime Minister of Australia in the Australian Parliament on 24 May 1973 to the effect that on independence Papua New Guinea would continue to have first call on assistance from the Australian foreign aid programme.

(12) The Special Committee has taken note of the activities of foreign multinational corporations in the Territory. In this regard the Committee reaffirms the right of the people of Papua New Guinea to own and dispose of their natural resources and to control their future development.



Annex\*

WORKING PAPERS PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE, BY THE GENERAL ASSEMBLY AND BY THE TRUSTEESHIP COUNCIL AT ITS FORTIETH SESSION . . . . .	1 - 4
B. INFORMATION ON THE TERRITORIES . . . . .	5 - 32
1. COCOS (KEELING) ISLANDS . . . . .	5 - 32
2. PAPUA NEW GUINEA . . . . .	33

---

\* Previously issued under the symbol A/AC.109/L.879.

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE,  
BY THE GENERAL ASSEMBLY AND BY THE TRUSTEESHIP  
COUNCIL AT ITS FORTIETH SESSION

1. The Territories of the Cocos (Keeling) Islands and of Papua New Guinea have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territories are set out in its reports to the General Assembly at its nineteenth and twenty-first to twenty-seven sessions. a/
2. The text of the conclusions and recommendations concerning the Cocos (Keeling) Islands and Papua New Guinea, adopted by the Special Committee in 1972 and subsequently approved by the General Assembly at its twenty-seventh session, and the texts of General Assembly resolution 2984 (XXVII) of 14 December 1972, concerning 17 Territories, including the Cocos (Keeling) Islands, and resolution 2977 (XXVII) of 14 December 1972, concerning Papua New Guinea have been made available to members of the Committee.
3. The Trusteeship Council, at its fortieth session in May and June 1973, completed its examination of the annual report of the Administering Authority concerning Papua New Guinea for the period 1 July 1971 to 30 June 1972 (T/1742).
4. In a letter dated 28 June 1973 (A/AC.109/426), the President of the Trusteeship Council informed the Chairman of the Special Committee that the Council had adopted a report on Papua New Guinea for submission to the General Assembly. b/ In addition to the conclusions and recommendations of the Trusteeship Council and the observations of its individual members, the report contains detailed information on political, economic, social and educational conditions in Papua New Guinea.

---

a/ For the most recent, see Official Records of the General Assembly, Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XX, para. 11.

b/ Official Records of the General Assembly, Twenty-eighth Session, Supplement No. 4 (A/9004).

## B. INFORMATION ON THE TERRITORIES

### 1. COCOS (KEELING) ISLANDS c/

#### General

5. The Territory of Cocos (Keeling) Islands consists of 27 small coral islands in two separate atolls with a total land area of about 14 square kilometres. It is situated in the Indian Ocean, approximately 2,768 kilometres north-west of Perth and 3,685 kilometres west of Darwin, Australia. The administrative headquarters of the Territory are located on West Island.

6. The largest population group is formed by the descendants of the original Malayan settlers brought to the Territory in 1827 by John Clunies-Ross, a Scottish seaman. These people, known as Cocos Islanders, live on Home Island. Europeans form the other population group in the Territory, comprising the Clunies-Ross family and employees of government departments, the Shell Company (Pacific Islands), Ltd. and Commonwealth Hostels, Ltd., together with their families.

7. The population of the Territory at 30 June 1972 was 637 (625 in 1971) as follows: West Island, 134 Europeans; and Home Island, 498 Cocos Islanders and 5 Europeans. During 1971/72 there were 11 births and 6 deaths in the Cocos Islanders community and 3 births and 1 death in the European community.

#### Constitutional and political conditions

##### General

8. The basis of the Territory's legislative, administrative and judicial system is the Cocos (Keeling) Islands Act, 1955-1966, which is administered by the Australian Minister of State for External Territories.

9. An Official Representative, who is appointed by the Minister under the Official Representative Ordinance, 1955-1961, exercises the power and performs the functions delegated to him by the Minister under section 8 of the Cocos (Keeling) Islands Act, 1955-1966, or otherwise conferred on him under the act or under any other law of the Territory.

10. The courts with jurisdiction in the Territory are the Supreme Court, the District Court, the Magistrate's Court and the Coroner's Court.

---

c/ This section is based on published reports and on the information transmitted to the Secretary-General by the Government of Australia under Article 73 e of the Charter of the United Nations on 20 June 1973 for the year ending 30 June 1972.

11. There is a Customary Court on Home Island constituted from members of the Headmen's Council which deals with minor offences committed by the Cocos Islanders of Home Island. Mr. John Clunies-Ross and the manager of the estate usually attend meetings of this court.

12. Section 18 of the Cocos (Keeling) Islands Act as amended states that the institutions, customs and usages of the Cocos Islanders shall, subject to any law in force in the Territory from time to time, be permitted to continue.

Mr. Clunies-Ross continues to exercise a considerable degree of control over the Cocos Islanders living on Home Island some five miles from West Island where the Australian community is located.

13. There were no cases for hearing by the courts in 1971/72.

#### Future status of the Territory

14. In September 1972, following press reports about conditions in the Territory, Mr. Andrew Peacock, the Minister of State for External Territories, visited the Territory to investigate the situation at first hand and to discuss the future of the Cocos (Keeling) Islands with Mr. Clunies-Ross. At the conclusion of these talks, statements were issued by Mr. Clunies-Ross and Mr. Peacock. Mr. Clunies-Ross, who had previously refused to acknowledge Australia's authority over the Territory, said that he had now dropped the issue of sovereignty. Mr. Peacock stated that he was able to review with Mr. Clunies-Ross the possibility of reconciling the express wishes of the people with the principles which go with Australian sovereignty. He also saw good prospects of adding to the educational resources of the Territory. He found Mr. Clunies-Ross receptive to the possibility of codifying and formalizing the customary administrative and judicial procedures in the Territory. He also foresaw the possibility of providing for the election of a chief executive and for appeals in defined circumstances to an outside judicial authority.

15. Following the change in the Australian Government in December 1972, Mr. W. L. Morrison, the present Minister of State for External Territories, visited the Cocos (Keeling) Islands in April 1973 and met members of the Cocos Islander community and Mr. Clunies-Ross. He issued a statement saying that he had found the people apparently contented within the limited horizons of their society which he considered not so much closed as isolated. Its essential character was the interdependence over generations of both the Cocos Islanders and the Clunies-Ross family, which was accepted by both.

16. Mr. Morrison said that the Australian Government would necessarily have to consider the future of the Home Island community. One possibility would be to formalize the autonomy which the community had been allowed to exercise, subject to acceptable conditions. These would have to be worked out to ensure an ultimate objective of self-government for the community. Such arrangements would necessarily involve the election of representatives responsible to the community.

## Economic and social conditions

### General

17. The economy of the Territory is based on the production and export of copra grown by the Clunies-Ross estate. The aviation and other facilities maintained by the Australian Government and commercial organizations provide additional sources of revenue. Exports of copra during 1971/72 totalled 399 tons (331 tons in 1970/71).

### Public finance

18. Imports are admitted free of customs duty. The Cocos (Keeling) Islands Act exempts from customs duty goods which are imported into Australia from the Territory, provided the goods: (a) are the products or manufacture of the Territory; (b) have been shipped in the Territory for export to Australia; and (c) are not goods which, if manufactured or produced in Australia would be subject to duty or an excise tax.

19. Total revenue amounted to \$A 10,365 d/ in 1971/72, compared with \$A 12,745 in the previous year. Expenditures for 1971/72 totalled \$A 622,747 (\$A 550,558 in 1970/71). A considerable increase in expenditure appears under the item "buildings, works, fittings and furniture" (under the Department of Works). In 1971/72, it amounted to \$A 139,650 (\$A 82,110 in 1970/71).

### Land

20. As previously noted, all land in the Territory above the high-water mark is held in perpetuity by the Clunies-Ross family under an indenture granted in 1886 by the Queen of England. The grant was made subject to conditions allowing the Crown: (a) to resume any of the land for public purposes without compensation other than for the value of cultivated crops or buildings or other work on the land in question; (b) to provide for the establishment of a telegraph station; and (c) to prevent alienation of land to other persons without the assent of the Crown.

### Transport and communications

21. An international airport with full radio facilities is established on West Island under the control of the Commonwealth Department of Civil Aviation. Two Australian domestic airlines operate a thrice-weekly service. Monarch Airlines continues to use the airport occasionally for refuelling their freight and passenger planes operating on charter between the United Kingdom of Great Britain and Northern Ireland and Australia. During the year, there were 466 arrivals and departures at the Cocos airport.

---

d/ One Australian dollar (\$A 1.00) equals \$US 1.42.

22. There is no wharf in the Territory where ships can berth. A shipping service operates to the Territory at intervals of about six months. Three ocean-going vessels of different classes visited the Territory in the period under review. In addition, 18 cruising yachts called in for rest, water and other supplies.

23. A paved road connects the main settlement area with the jetty and the bulk fuel storage depot which are situated on West Island, about seven kilometres from the airport and main settlement. On Home Island, the Clunies-Ross estate maintains a small road system.

#### Labour

24. The copra industry operated by the Clunies-Ross estate provides the main source of employment for the Cocos Islanders. The estate provides housing, rations, medical services, clothing subsidies and pension benefits for its workers, in addition to a cash wage.

25. The Territory's isolation has created problems of overseas recruitment for both government authorities and private organizations. Single staff on West Island are engaged for a period of one year and married staff are engaged for two years. Terms may be extended by mutual arrangement.

26. As a result of his discussions with Mr. Clunies-Ross, the Minister of State for External Territories considered that, given the practical situation existing on Home Island, it appeared likely that the Australian Government could now proceed with drafting appropriate declarations relating to the Cocos (Keeling) Islands in respect of a number of conventions of the International Labour Organisation (ILO) which Australia had ratified.

#### Public health

27. A medical officer and two nursing sisters are attached to the office of the Official Representative and are responsible for public health matters in general. A four-bed hospital on West Island has been replaced by a new structure equipped to handle most surgical and medical emergencies. A dentist visits the Territory as required. In the year under review he visited both West Island and Home Island twice.

#### Education conditions

28. At 30 June 1972, 32 primary school pupils and one secondary school student were enrolled in the West Island School, 10 more than in the previous year. In addition, one child attended an Australian secondary school during the year (4 less than in 1971).

29. Enrolments decreased at the school established by the Clunies-Ross estate on Home Island, from 88 children in 1970/71 to 71 in 1971/72. The school is basically



at primary level, but students from the ages of from 5 to 15 years attend the school. The classes are divided into eight grades; generally each child in grades 1-6 receives about four hours of instruction daily in the five-and-a-half-day school week. Students in grades 7 and 8 receive up to eight hours instruction daily.

30. The curriculum of the school was drawn up by Mr. Clunies-Ross and is strongly oriented towards the basic activities and environment of the Home Island community. English, reading and arithmetic are the principal subjects taught, together with some vocational subjects, including drawing. All instruction is given in English.

31. Attendance at the school is not compulsory; a little over 70 of the approximately 140 children in the 5-15 age group attend school. The Australian Government assists in the financing of the school with the payment of a dollar for dollar subsidy for the purchase of school equipment. Discussions are being held on proposals to establish the school on a more formal basis, using trained teachers from outside the Home Island community.

32. Ten male students attended the Home Island adult education classes which are conducted by the Clunies-Ross estate on two evenings a week.

## 2. PAPUA NEW GUINEA

33. The information on recent developments concerning the Territory of Papua New Guinea which was placed before the Trusteeship Council at its fortieth session, together with the supplementary information furnished by the Administering Authority to the Council at the same session, is contained in the report of the Trusteeship Council (17 June 1972 to 22 June 1973). e/

---

e/ Official Records of the General Assembly, Twenty-eighth Session, Supplement No. 4 (A/9004).

## CHAPTER XX\*

### TRUST TERRITORY OF THE PACIFIC ISLANDS

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 902nd meeting on 23 February 1973, the Special Committee, by approving the sixty-eighth report of the Working Group (A/AC.109/L.841), decided, inter alia, to refer the Trust Territory of the Pacific Islands to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 941st and 943rd meetings, on 21 and 23 August 1973.
3. In its consideration of the item, the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session".
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex to the present chapter) containing information on action taken by the Special Committee as well as by the Trusteeship Council at its fortieth session, 1/ and on the latest developments concerning the Trust Territory. The Special Committee also took into account the report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands in 1973. 2/

---

\* The following chapters also relate to the present chapter: chapter III (A/9023 (part II)) and chapter V (A/9023 (part IV)).

1/ See Official Records of the Security Council, Twenty-Eighth Year, Special Supplement No. 1 (S/10976).

2/ See Official Records of the Trusteeship Council, Fortieth Session, Supplement No. 2 (T/1748).

5. The Administering Authority did not participate in the work of the Special Committee during its consideration of the item.
6. At its 941st meeting, on 21 August, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/PV.941), introduced the report of that Sub-Committee (A/AC.109/L.909) containing an account of its consideration of the Trust Territory (A/AC.109/SC.3/SR.182 to 187).
7. At the 943rd meeting, on 23 August, the representative of Fiji made a statement to the Special Committee in which he proposed that the amendment contained in document A/AC.109/L.912 (see chapter XVIII, paragraphs 7 and 9 below) be inserted in the report on the item (A/AC.109/L.909) as paragraph 6 (14) (see paragraph 10 (14) below). The Special Committee adopted the amendment without objection (A/AC.109/PV.943).
8. At the same meeting, following a statement made by the representative of the Union of Soviet Socialist Republics (A/AC.109/PV.943), the Special Committee decided, without objection, to adopt the report as amended and to endorse the conclusions and recommendations contained therein.
9. On 27 August, the text of the conclusions and recommendations was transmitted to the Permanent Representative of the United States of America to the United Nations for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

10. The text of the conclusions and recommendations adopted by the Special Committee at its 943rd meeting, on 23 August, to which reference is made in paragraph 8 above, is reproduced below:

(1) The Special Committee reaffirms the inalienable right of the peoples of the Trust Territory of the Pacific Islands to self-determination in conformity with the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in General Assembly resolution 1514 (XV) of 14 December 1960.

(2) Fully aware of the special circumstances of the Trust Territory owing to such factors as its size, geographical location, population and limited natural resources, the Special Committee reiterates the view that these circumstances should in no way delay the speedy implementation of the process of self-determination in conformity with the Declaration contained in resolution 1514 (XV) which fully applies to it. In this connexion, the Committee notes with concern the adjournment of the sixth round of talks between the Joint Committee on Future Status and the United States delegation following the meeting in Hawaii in October 1972. It urges the Administering Authority to re-examine, in consultation with the representatives of the people of Micronesia through their elected Congress and the Special Committee, a more constructive approach towards solving the special problems of the Trust Territory.

(3) The Special Committee notes with regret the continued refusal of the Administering Authority to co-operate with the Committee on this item by declining to participate in the examination of the situation in the Trust Territory. It once again urges the Government of the United States of America to comply with its repeated requests that a representative be present to provide vital and up-to-date information which would thereby assist the Committee in the formulation of conclusions and recommendations concerning the future of the Territory.

(4) The Special Committee notes that a bill which was submitted to the Congress of Micronesia for the convening of a constitutional conference has been deferred. It expresses the hope that the Congress will nevertheless soon be able to reach an agreement on convening such a conference since the Committee is of the view that the working out of a Constitution for the Trust Territory is important to accelerate the process of self-determination for the Territory.

(5) While welcoming the significant increase in the number of Micronesian heads of department in the executive, the Special Committee notes the statement of a leading representative of the people in the Trust Territory that the High Court is staffed exclusively with United States citizens, although there are Micronesians qualified to hold these posts. Bearing in mind its previous recommendations concerning the judiciary in the Trust Territory, the Committee endorses the view that the time has come to consider a complete change in the High Court.

(6) Mindful, of its previous recommendations to the Administering Authority concerning policies which might have the effect of maintaining the Trust Territory permanently dependent upon the United States, the Special Committee notes with concern that separate talks have begun between representatives of the Mariana Islands District and those of the Administering Authority. Although aware that secessionist sentiments exist among the Mariana Islanders, the Committee is nevertheless of the opinion that efforts should be made to preserve the unity of the Trust Territory until it achieves self-determination in accordance with resolution 1514 (XV).

(7) The Special Committee notes with concern the continued inadequacies in the programme of political education in the Territory. It reiterates the importance it attaches to the need for comprehensive programmes of political education so as to engender amongst the people concerned by placing them in closer communication with their elected representative a sense of political consciousness with regard to their rights in conformity with resolution 1514 (XV) as well as their present and future political status. It urges the Administering Authority to correct the situation speedily by upgrading and intensifying political education programmes throughout the Trust Territory.

(8) The Special Committee notes that the number of qualified Micronesians replacing expatriate employees in the public service has increased during the year under review and expresses the hope that this trend will continue to accelerate in the period leading to self-determination.

(9) The Special Committee takes note of the view that because of the negotiations of a new political status and the bearing which the state of the economy has upon it, a review of the economy of Micronesia as well as a study of future economic planning are needed. The Committee notes with interest, in this regard, the study undertaken by the Administering Authority of the possibility of extending budgetary competence to the Congress of Micronesia.

(10) The Special Committee endorses the view that the territorial authorities should not place undue reliance on tourism as a means of developing the economy. It urges the Administering Authority to make every effort to diversify the economy to the extent possible, especially in the field of fisheries and agriculture.

(11) Bearing in mind the information at its disposal, in particular the statement made by a representative of the Friends Peace Committee, 3/ the Special Committee urges the Administering Authority to safeguard the right of the people of the Trust Territory of the Pacific Islands to own and dispose of their natural resources, including land.

(12) Mindful that present inadequacies in the field of transport and communications constitute a serious obstacle to the future balanced development of the Trust Territory, the Special Committee urges the Administering Authority to take the steps necessary, in consultation with the people of the Trust Territory, to improve conditions to the extent possible, in particular regarding travel by sea and road.

(13) Bearing in mind the invitation extended to it in 1971 by the Senate of Micronesia to visit the Trust Territory, the Special Committee once more expresses its regret that the Administering Authority has not agreed to allow such a visit. It urges the Administering Authority to reconsider its negative position and permit the early access of a Special Committee mission to enable the latter to acquire first-hand information on the situation prevailing in the Trust Territory and to ascertain the views and wishes of the people concerning their future.

---

3/ A/AC 109/SC.3/SR.182.

(14) The Special Committee recalls that in paragraph 9 (12) of its conclusions and recommendations on the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands, 4/ adopted on 15 June 1973, it noted that the Government of France was again planning to explode nuclear devices on Mururoa Atoll notwithstanding its earlier concern with continued nuclear testing in the atmosphere of the South Pacific reflected in General Assembly resolution 2984 (XXVII) of 14 December 1972. The Special Committee deplores the resumption of testing by the Government of France beginning on 22 July 1973 and again strongly condemns these activities which endanger the life and environment of the peoples of the South Pacific and, in particular, of the peoples of the Non-Self-Governing Territories of the area.

---

4/ See chapter XV, paragraph 9 above.



Annex\*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND BY THE TRUSTEESHIP COUNCIL AT ITS FORTIETH SESSION . . . .	1 - 4
B. INFORMATION ON THE TERRITORY . . . . .	5

---

\* Previously issued under the symbol A/AC.109/L.881.

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND BY  
THE TRUSTEESHIP COUNCIL AT ITS FORTIETH SESSION

1. The Trust Territory of the Pacific Islands has been considered by the Special Committee since 1964. The Special Committee's conclusions and recommendations concerning the Trust Territory are set out in the reports to the General Assembly at its nineteenth and twenty-first to twenty-seventh sessions. a/
2. The text of the conclusions and recommendations concerning the Trust Territory of the Pacific Islands adopted by the Special Committee in 1972 and subsequently approved by the General Assembly at its twenty-seventh session, have been made available to members of the Committee.
3. The Trusteeship Council, at its fortieth session, in May and June 1973, completed its examination of the annual report of the Administering Authority for the period 1 July 1971 to 30 June 1972 (T/1743).
4. In a letter dated 28 June 1973 (A/AC.109/426), the President of the Trusteeship Council informed the Chairman of the Special Committee that the Council had adopted a report on the Trust Territory of the Pacific Islands for submission to the Security Council. b/ The report contains, in addition to the Trusteeship Council's conclusions and recommendations and the observations of individual members, detailed information on political, economic, social and educational conditions.

B. INFORMATION ON THE TERRITORY

5. Information on recent developments concerning the Territory which was placed before the Trusteeship Council at its fortieth session, together with the supplementary information furnished by the Administering Authority to the Council at the same session, is contained in the report of the Trusteeship Council to the Security Council (17 June 1972 to 22 June 1973). c/

---

a/ For the most recent, see Official Records of the General Assembly, Twenty-seventh Session, Supplement No. 23 (A/8723/Rev.1), chap. XIX, para. 9.

b/ Official Records of the Security Council, Twenty-Eighth Year, Special Supplement No. 1 (S/10976).

c/ Ibid.

## CHAPTER XXI

### BRUNEI

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 902nd meeting on 23 February 1973, the Special Committee, by approving the sixty-eighth report of the Working Group (A/AC.109/L.841), decided, inter alia, to refer the Territory of Brunei to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 942nd and 943rd meetings, on 22 and 23 August.
3. In its consideration of the item the Special Committee took into account the provisions of the relevant General Assembly resolutions, including in particular resolution 2908 (XXVII) of 2 November 1972 on the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, by paragraph 11 of which the Assembly requested the Special Committee "to continue to seek suitable means for the immediate and full implementation of General Assembly resolutions 1514 (XV) and 2621 (XXV) in all Territories which have not yet attained independence and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism and report thereon to the General Assembly at its twenty-eighth session". The Committee also took into account other resolutions of the General Assembly particularly resolution 2984 (XXVII) of 14 December 1972 concerning 17 Territories, including Brunei, by paragraph 11 of which the Assembly requested the Committee "to continue to give full consideration to this question including the dispatch of visiting missions to those Territories...".
4. During its consideration of the Territory, 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 Committee as well as by the General Assembly, and on the latest developments concerning the Territory. The Committee also had before it a note verbale dated 18 September 1972 (A/8827) from the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations addressed to the Secretary-General.
5. In this connexion, the Special Committee took into account the relevant provisions of General Assembly resolution 2978 (XXVII) of 14 December 1972, in particular, paragraphs 4 and 7 (see paragraph 10 of the annex to the present chapter).
6. In addition, the Special Committee gave further consideration to a written petition, dated 12 October 1971, from Awang Zainal Abidin bin Puteh, President, and Awang Abdul Latif bin Hamid, Secretary-General, People's Independent Front of Brunei (A/AC.109/PET.1197).

7. The administering Power did not participate in the work of the Special Committee during its consideration of the item.

8. At the 942nd meeting, on 22 August, in a statement to the Special Committee (A/AC.109/PV.942), the Rapporteur of Sub-Committee II introduced the report of that Sub-Committee (A/AC.109/L.910) containing an account of its consideration of the Territory (A/AC.109/SC.3/SR.182, 185, 187 and 188).

9. At its 943rd meeting, on 23 August, the Special Committee decided to adopt the report of Sub-Committee II and to endorse the consensus contained therein (see paragraph 11 below).

10. On 27 August, the text of the consensus was transmitted to the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

11. The text of the consensus adopted by the Special Committee at its 943rd meeting, on 23 August, to which reference is made in paragraph 9 above, is reproduced below:

(1) The Special Committee, in connexion with its consideration of the question of Brunei, has examined, inter alia, a note dated 18 September 1972 from the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations addressed to the Secretary-General concerning the Agreement of 23 November 1971 between the United Kingdom and Brunei. 1/ As a consequence of the Agreement, it is the view of the Governments concerned, according to the note, that it is no longer appropriate that information relating to the requirements of Article 73 e of the United Nations Charter should be transmitted to the Secretary-General of the United Nations by the United Kingdom Government.

(2) The Special Committee also notes that in a petition circulated in 1972, 2/ the People's Independent Front of Brunei had called for a referendum sponsored by the United Nations to determine the wishes of the people concerning independence for the Territory.

(3) The Special Committee recalls that by paragraph 4 of its resolution 2978 (XXVII) of 14 December 1972, the General Assembly reaffirmed that, in the absence of a decision by the Assembly itself that a Non-Self-Governing

---

1/ A/8827.

2/ A/AC.109/IET.1197.

Territory has attained a full measure of self-government in terms of Chapter XI of the Charter, the administering Power concerned should continue to transmit information under Article 73 e of the Charter with respect to that Territory.

(4) The Special Committee also recalls that by General Assembly resolution 2984 (XXVII) of 14 December 1972, concerning 17 Territories, including Brunei, the Assembly, inter alia, called upon the administering Powers concerned to participate in the relevant proceedings of the Committee relating to the Territories under their administration and to reconsider their attitude towards the receiving of United Nations visiting missions to these Territories.

(5) The Special Committee therefore recommends to the General Assembly to reaffirm that, inasmuch as Brunei has not yet attained independence, the provisions of General Assembly resolution 1514 (XV) of 14 December 1960 are fully applicable to this Territory.

(6) The Special Committee considers that, in order to be in a position to formulate appropriate recommendations concerning Brunei, pursuant to paragraph 7 of resolution 2978 (XXVII), fuller information is required on all aspects of the situation in the Territory. The Committee once more stresses that it is only through direct contact that the true attitudes, aspirations and wishes of the people can be ascertained.

(7) Accordingly, the Special Committee recommends that the General Assembly should request the administering Power to furnish such information as may be required by the Special Committee, and in particular to participate, in conformity with the provisions of related General Assembly resolutions, in the relevant proceedings of the Special Committee, as well as to receive in the Territory a United Nations visiting mission drawn from the Special Committee.

(8) The Special Committee decides to keep the situation under review, subject to any directives which the General Assembly might give in that direction.

Annex\*

WORKING PAPER PREPARED BY THE SECRETARIAT

CONTENTS

	<u>Paragraphs</u>
INFORMATION ON THE TERRITORY	
1. General . . . . .	1
2. Constitutional and political developments . . . . .	2 - 14
3. Economic conditions . . . . .	15 - 35
4. Social conditions . . . . .	36 - 39
5. Educational conditions . . . . .	40 - 44

---

\* Previously issued under the symbol A/AC.109/L.888 and Corr.1.



## INFORMATION ON THE TERRITORY a/

### 1. General

1. Brunei is situated on the northern coast of the island of Borneo and comprises two enclaves in north-east Sarawak, East Malaysia, covering an area of about 2,226 square miles (5,765 square kilometres). Its capital is Bandar Seri Begawan, renamed after the former Sultan. The population was estimated at 136,000 in 1971.

### 2. Constitutional and political developments

#### Status

2. Brunei became a British-protected State following a treaty signed by the Sultan and the Government of the United Kingdom of Great Britain and Northern Ireland in 1888. Under an agreement signed in 1959 and amended in 1971, the United Kingdom Government continues to be responsible for Brunei's external affairs. The United Kingdom Government now plays a consultative role in defence in the event of the threat of an external attack on the Territory. The Sultan of Brunei has agreed to receive a High Commissioner of the United Kingdom whose appointment is subject to the Sultan's agreement.

#### Constitution

3. The main provisions of the Constitution are as follows:

#### Sultan

4. Supreme executive authority is vested in the Sultan, Sir Hassanal Bolkiah. His assent is required for all bills passed by the Legislative Council. The Mentri Besar (Chief Minister), who is one of the ex officio members of the Legislative Council and the Council of Ministers, is responsible to the Sultan for the exercise of all executive authority in the State. The Chief Minister is assisted by a State Secretary, an Attorney-General and a State Financial Officer, all of whom are appointed by the Sultan.

#### Privy Council

5. The Privy Council, presided over by the Sultan, advises the Sultan in matters concerning the amendment of the Constitution and/or any other matters at the Sultan's request. It consists of the Chief Minister and five other ex officio members, the High Commissioner and any other persons the Sultan may appoint.

---

a/ The information contained in this working paper is based solely on published reports. See paragraph 10 below.

## Council of Ministers

6. The Council of Ministers, which is presided over by the Sultan, comprises the High Commissioner, six ex officio members (including the Chief Minister), and four assistant ministers appointed from among the unofficial members of the Legislative Council. The Constitution provides that, in the exercise of his powers and in the performance of his duties, the Sultan shall, with certain exceptions, consult with the Council of Ministers. He may act in opposition to the advice given him by a majority of the members of the Council, but must record fully in the minutes of the Council the reason for his decision.

## Legislative Council

7. The Legislative Council is presided over by a Speaker and consists of 6 ex officio, 5 nominated and 10 elected members. The Speaker is appointed by the Sultan either from among the membership of the Council or from outside it. Subject to the assent of the Sultan, the Council may make laws for the peace, order and good government of the State. It may not proceed upon any bill, motion or petition concerning certain matters, particularly financial matters, without the prior approval of the Sultan. If the Council fails to pass a bill which has been introduced or to carry a motion which has been proposed, the Sultan may declare such a bill or motion effective if he considers such action to be in the public interest. Elections to the Legislative Council are held every five years.

8. It was reported that the 20 members of Brunei's Legislative Council met in January 1973 for the first time in almost four years. The Speaker of the Legislative Council stated that the 1973 estimates were discussed in addition to the introduction of 16 new laws and amendments. The Legislative Council was formed in 1959 and last met in April 1969, to conclude a meeting begun in December 1968. Since 1968, the State's budgetary estimates have been adopted by the Sultan under an emergency order.

## Judiciary

9. The Supreme Court of Brunei, consisting of the High Court and the Court of Appeal, was established in 1963. The High Court has unlimited jurisdiction in all criminal and civil matters, and there are magistrates' courts with limited jurisdiction. Questions concerning the Moslem religion and custom are dealt with by special Islamic Courts.

10. In a note verbale dated 18 September 1972 (A/8827), the United Kingdom Government informed the Secretary-General of the United Nations that, consequent to an agreement of 23 November 1971 between the United Kingdom and Brunei, the latter had attained full internal self-government and that it was the view of the United Kingdom Government and the Government of Brunei that it was no longer appropriate to transmit information on the latter relating to the requirements of Article 73 e of the Charter of the United Nations. The General Assembly, by its resolution 2978 (XXVII) of 14 December 1972, reaffirmed that, in the absence of a

decision by the General Assembly itself that a Non-Self-Governing Territory had attained a full measure of self-government in terms of Chapter XI of the Charter, the administering Power concerned should continue to transmit information under Article 73 e with respect to that Territory, and it requested the Special Committee to submit appropriate recommendations for its decision in the light of that reaffirmation and other relevant resolutions of the Assembly.

#### Local government

11. Brunei is divided into four districts, each of which is administered by a district officer advised by a district council, most of whose members are elected. There are municipal authorities in Bandar Seri Begawan, Kuala Belait, Seria and Tutong.

#### Public service

12. Brunei and the United Kingdom have reportedly been considering the future of the remaining United Kingdom public servants in the Territory. The Government of the United Kingdom has expressed a desire to allow five persons holding upper echelon positions in the administration to be pensioned and, if necessary, offered the same posts as official employees of Brunei. Brunei, on the other hand, prefers the current situation in which it pays the salaries of the officers who are technically still employed by the United Kingdom.

13. At the end of 1972, several posts in the Brunei Government were redistributed, namely, the Director of Public Works, Postmaster General, Tutong District Officer and Director of Civil Aviation. Later, as shown in the 1973 budget, the Government created 10 new senior posts. In addition to three posts in the Royal Brunei Police Force, they are: Deputy Controller of Land Transport; Assistant Director of Civil Aviation; Deputy Controller of Customs; Deputy Director of the Language and Literature Bureau; Adviser to the Postal Services; Senior Assistant Counsel in the Juridical Department; and Public Works Adviser.

#### Political parties

14. There are two political parties in Brunei. The People's Independent Front of Brunei (Partai Barisan Kermerdekaan Rakyat, known as BAKER) was formed in August 1966 with the stated objectives of constitutional advance and independence. BAKER won 24 out of the 55 district council seats at the elections in May 1968. The People's National United Party (PERKARA) was formed in November 1968 with the stated aim of strengthening the position of Brunei as a sultanate. In 1972, the Secretary-General of BAKER sent a petition to the Special Committee (A/AC.109/PET.1197) seeking "United Nations sponsorship to attain independence for the State of Brunei".

### 3. Economic conditions

#### General

15. Brunei's economy depends almost entirely on its rich petroleum resources, which account for over 95 per cent by value of all exports. Economic activities include rubber cultivation, subsistence agriculture, forestry and fishing.

16. It was anticipated that the water shortage in Bandar Seri Begawan and Tutong, the two largest towns in the Territory, would be overcome by June 1973 on completion of the multi-million dollar Tutong water scheme.

#### Development plan

17. It was reported that the Legislative Council had agreed early in January 1973 to allocate \$BR 72.6 million b/ to complete the current development plan. Of this amount, \$BR 24.0 million will go to the Public Works Department; \$BR 15.0 million to civil aviation; \$BR 12.0 million to the Marine Department; and \$BR 6.6 million to the Royal Brunei Police Force. The Sultan announced that a new development plan would be drawn up to come into force in 1974.

#### Public finance

18. In February 1973, the Sultan signed Emergency Order No. 8 approving the addition of \$BR 620,000 to the 1972 budget. He had originally approved a budget of \$BR 209.7 million for 1972 but subsequently approved an additional \$BR 13.3 million in eight supplementary supply orders, making the total 1972 expenditure \$BR 223.0 million.

19. During its meeting in January 1973, the State Financial Officer informed the Legislative Council that Brunei would have an over-all surplus of \$BR 66 million in 1973. Estimated expenditure during the year would total \$BR 192 million, and revenue was expected to amount to \$BR 301 million. During 1972 consolidated revenues rose from \$BR 617 million to \$BR 673 million.

20. In January 1973, the Legislative Council adopted a new law to license and control finance companies in order to protect depositors. Under the Finance Companies Enactment, the State Financial Officer was given broad powers to inquire into registered finance companies, their accounts books and records. The law bans the firms from carrying on business normally associated with banking.

21. Also in January 1973, the Government of Brunei announced the removal of all taxes on essentials and exports, but began to charge a nominal duty on other

---

b/ The Brunei dollar was introduced in 1967. At 1 July 1972, \$BR 2.82 was reported to be equivalent to approximately \$US 1.00.

"non-essential" items such as spirits, tobacco, coffee, tea and jewellery. These measures were reportedly taken to encourage local production.

22. According to a government spokesman, the United Kingdom had agreed to pay Brunei compensation for money lost if the value of the pound dropped below \$US 2.376 for more than 30 days. The compensation would be paid in sterling and would be kept in the United Kingdom. Under this agreement, Brunei was to receive about \$BR 6 million (£ 1 million).

#### Land tenure

23. As previously reported, although there is a shortage of land for building and development in the Territory, only 95 square miles, or just over 4 per cent of its land area, has been alienated to private ownership. The Council of Ministers has not approved new applications for land for some time.

24. A new law, aimed at controlling private economic development, was reportedly passed by the Sultan-in-Council in October 1972. The new legislation known as the Emergency Town and Country Planning (Development Control) Ordinance, 1972, empowers the Chief Minister to control development in certain areas. The Government reportedly hopes that the new law will stop illegal construction of buildings. Under this law, the Chief Minister can declare areas to be under his control for development purposes; anyone carrying out development of land, construction, demolition, alterations, or extension, repair or renewal of any building in a controlled area is subject to fines. The law also prohibits construction of a vehicular access to a public road without prior permission. Once the development area has been established, the Chief Minister can request the Town Planning Officer to prepare a scheme for that area. Appeals against the decisions of the Chief Minister can be made on points of law to the High Court.

#### Agriculture and livestock

25. Out of the 2.1 million acres of land in the Territory, it is reported that only 331,000 acres are suited to some form of economic tropical agriculture. Of this area, only about 1,000 acres consist of fully drained, well-structured soils suited to a wide range of development. The remainder consists of poorly drained, mottled soils suitable only for rice production. In 1970, the acreage of lowland rice was increased by about 500 acres and the yield by about 1,645 tons. Upland rice, however, decreased by 943 acres and the yield by 724 tons.

26. Rubber has assumed a very low position in the Territory's economy.

27. More than 130 buffaloes, valued at \$BR 80,000, died from dehydration during a severe drought which affected the Territory from December 1972 to February 1973. Brunei has about 15,000 head of buffalo but the drought has not caused much of a setback to the Agricultural Department's plan to achieve self-sufficiency in buffalo meat within a few years. Until 1973, Brunei imported about 3,000 buffaloes

annually from Thailand, through Singapore. With the outbreak of foot-and-mouth disease, this import was banned and the Territory is now supplied by Sabah and Sarawak.

28. It was predicted that the Territory would achieve self-sufficiency in supplies of pork by 1972 and of eggs by 1973.

### Industries

#### Mining and petroleum

29. It was reported that royalties from petroleum and mining concessions would amount to \$BR 60 million in 1973, compared with a revised estimate of \$BR 40 million in 1972. In addition, Brunei increased its profit-sharing in petroleum production from 50 to 55 per cent in the Government's favour.

30. In an effort to diversify its economy, which is dominated by petroleum exports, the Brunei Government supported the construction of a liquefied natural gas plant by the Mitsubishi Corporation of Japan and the Brunei Shell Petroleum Company. Each of the two companies owns 45 per cent of the shares and the Brunei Government owns the remaining 10 per cent. The plant, which cost \$BR 600 million, was officially opened by the Sultan on 14 March 1973. The company, known as Brunei Liquefied Natural Gas, has signed agreements to supply the Tokyo and Osaka electricity and gas companies over a period of 20 years. It is estimated that these agreements will produce a total revenue of \$BR 2,100 million.

31. The Sunray Borneo Oil Company was to begin drilling three wells on its concession in March 1973. Twelve foreign experts and about 30 local labourers were to work on the project. The two wells drilled by the company at Lamunin, in 1969 were abandoned because only small quantities of gas were found.

32. Production of petroleum from Seria and South-West Ampa totalled 135,000 barrels a day in 1971, providing the Territory with \$BR 85 million in direct revenue.

#### Sand

33. According to reports, the increasing demand for sand by Japan may generate a valuable new export for the Territory. As a result of favourable tests in Sarawak, the much larger deposits in Brunei have been seriously considered for commercial operations by both Japanese and Australian companies. The Government is opposed to the export of the raw sand, however, and wants to have a processing plant built in Brunei.



## Transport and communications

34. Brunei is serviced by Singapore Airlines, which has a daily jet flight to the Territory, and by Cathay Pacific Airways (CPA), based in Hong Kong, which began a twice-weekly service during the year under review. The British Overseas Airways Corporation (BOAC) was reported to be planning a Brunei-London service starting in April 1973, and two officials of British Airways have conducted a feasibility study for a state airline. Five similar studies had been made on the same subject in as many years. In the agreement signed between United Kingdom and Malaysia in January 1973, Brunei was given landing rights in Malaysia for an eventual state airline. The Government of Brunei is said to be ready to launch such an airline in 1974 following completion of the international airport which is being built at a cost of \$BR 50 million.

35. Although work had not been completed on the deep-water port at Muara, it was scheduled to open in March 1973. The Bandar Seri Begawan wharf was to be closed to ocean-going ships at that time and shipping agents instructed to use the new port. Construction of the port was started in October 1972. It was originally scheduled for completion in June 1970, but the date was later changed to November 1970. When the contractors, Daito Kogyo, Ltd., failed to finish the work on schedule, they began paying \$BR 5,000 a week in liquidation damages. The total cost of the Muara port is reported to be about \$BR 41 million.

## 4. Social conditions

### Labour

36. The Government's employment policy aims at giving priority to nationals and providing work for those who need jobs. The latest government figures show that during the year ending 30 June 1972, there were 1,698 unemployed compared with 910 in 1971 and 1,423 in 1970. In 1972, the total work force was 27,646 compared with 16,337 in 1971 and 9,843 in 1970. The number of Brunei citizens employed in 1972 increased from 11,505 to 14,303; workers with permanent residence permits increased from 2,917 to 3,337, and immigrant workers increased from 8,915 to 10,106. The Government anticipated a further increase in unemployment figures in 1973, when young people leaving school entered the labour market. Under the new development plan, the Government will reportedly attempt to solve the problem of unemployment.

37. Following a complaint that many foreigners were settling illegally in the Territory, the Government announced in April 1973 that it was incorrect to assume that persons who registered firms in Brunei had the right to work in the State. According to a government spokesman, only non-citizens with a permit from the Department of Immigration were considered legal residents of the State.

## Public health

38. According to the latest official information, medical care is available at three government hospitals (357 beds), at the Brunei Shell Petroleum Company hospital (85 beds) and at three dispensaries. New hospitals are reported to be under construction in the capital and at Kuala Belait and Tutong.

39. The Brunei Medical and Health Department has been advertising for doctors.

## 5. Educational conditions

40. The rate of literacy was estimated in 1970 to be about 70 per cent of the population aged 10 and over. Approximately 95 per cent of children 6 to 14 years of age are currently attending school.

41. As previously reported, 42,810 school children were enrolled at government, mission and private schools in 1971, an increase of 6.7 per cent over 1970. Secondary school enrolment, included in the above figure, totalled 11,862.

42. It is estimated that during the year 1973, the following funds will be expended on education: Malay primary education, \$BR 5.6 million; Malay secondary education, \$BR 5.0 million; English primary education, \$BR 2.0 million; English secondary education, \$BR 5.1 million; and technical education, \$BR 1.4 million.

43. Additional allocations for 1973 include \$BR 21,720 to the Education Department for the services of a **career** guidance officer; \$BR 38,500 to the Building Trades School at Bandar Seri Begawan mainly for hostel equipment; and \$BR 2,800 to the Engineering Trades School at Kuala Belait.

44. Dato Haji Abdul Aziz Umar, the acting Secretary of State, has announced that Brunei will not follow Malaysia in the introduction of the new Malay spelling system (Malaysia and Indonesia introduced a common spelling in 1972).



### كيفية الحصول على منشورات الأمم المتحدة

يمكن الحصول على منشورات الأمم المتحدة من المكتبات ودور التوزيع في جميع أنحاء العالم. استعلم عنها من المكتبة التي تتعامل معها أو اكتب إلى : الأمم المتحدة، قسم البيع في نيويورك أو في جنيف.

#### 如何购取联合国出版物

联合国出版物在全世界各地的书店和经售处均有发售。请向书店询问或写信到纽约或日内瓦的联合国销售组。

#### HOW TO OBTAIN UNITED NATIONS PUBLICATIONS

United Nations publications may be obtained from bookstores and distributors throughout the world. Consult your bookstore or write to: United Nations, Sales Section, New York or Geneva.

#### COMMENT SE PROCURER LES PUBLICATIONS DES NATIONS UNIES

Les publications des Nations Unies sont en vente dans les librairies et les agences dépositaires du monde entier. Informez-vous auprès de votre libraire ou adressez-vous à : Nations Unies, Section des ventes, New York ou Genève.

#### КАК ПОЛУЧИТЬ ИЗДАНИЯ ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ

Издания Организации Объединенных Наций можно купить в книжных магазинах и агентствах во всех районах мира. Наводите справки об изданиях в вашем книжном магазине или пишите по адресу: Организация Объединенных Наций, Секция по продаже изданий, Нью-Йорк или Женева.

#### COMO CONSEGUIR PUBLICACIONES DE LAS NACIONES UNIDAS

Las publicaciones de las Naciones Unidas están en venta en librerías y casas distribuidoras en todas partes del mundo. Consulte a su librero o diríjase a: Naciones Unidas, Sección de Ventas, Nueva York o Ginebra.