

1947
NEW ZEALAND

SOUTH PACIFIC COMMISSION

REPORT OF THE NEW ZEALAND DELEGATION
ON THE CONFERENCE HELD AT CANBERRA,
28 JANUARY—6 FEBRUARY, 1947, FOR THE
PURPOSE OF ESTABLISHING AN ADVISORY
COMMISSION FOR THE SOUTH PACIFIC

Presented to both Houses of the General Assembly by Leave

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REPORT OF THE NEW ZEALAND DELEGATION ON THE CONFERENCE HELD AT CANBERRA FOR THE PURPOSE OF ESTABLISHING AN ADVISORY COMMISSION FOR THE SOUTH PACIFIC

I have the honour to present to Cabinet the report of the New Zealand delegation, of which I was the Chairman, on the South Seas Commission Conference held at Canberra from 28 January to 6 February, 1947.

2. The Conference was convened by the Australian and New Zealand Governments, who jointly invited the Governments of the United Kingdom, the United States, France, and the Netherlands to take part. (The text of the invitation is attached as Appendix A.)

I.—NATURE OF REPORT

3. The report outlines the course of the discussions which resulted in the signing of an Agreement establishing the South Pacific Commission, and gives details of the attitude taken by the New Zealand delegation in regard to the more important questions which arose. (The text of the final Agreement is attached as Appendix B.)

II.—PURPOSE OF THE CONFERENCE

4. The purpose of the Conference was to discover means of establishing a Regional Advisory Commission for the South Pacific. The establishment of such a Commission was first proposed in the Australian-New Zealand Agreement of January, 1944, and during the later Australian-New Zealand conversations of November, 1944, agreement was reached between the two Governments as to the general structure of the proposed Commission.

5. A precedent for regional co-operation in welfare matters between Governments responsible for non-self-governing territories exists in the Caribbean area, where the United Kingdom and the United States of America established the Anglo-American Caribbean Commission in 1942. The Commission was expanded in 1946 to include France and the Netherlands.

6. Unlike the Caribbean area, the South Pacific territories do not comprise a compact and homogeneous region. The inhabitants in the Western Pacific territories are Melanesian in origin, while those in the Eastern Pacific are Polynesian. Between the two groups there are marked differences, both

in fundamental characteristics and in the stage of development which they have reached. While the Australian and New Zealand Governments recognized that this division tends to increase the difficulty of regional co-operation, they were convinced not only that there are many problems susceptible of treatment on a regional basis, but also that the mere interchange of experience will be of great value. Additionally, the South Pacific Commission will establish research facilities which it would be beyond the capacity of certain of the individual territories to provide for themselves.

7. With the cessation of hostilities it was possible to take further steps with a view to implementing the provisions of the Canberra Agreement. Accordingly, following upon discussion at the meeting of the British Commonwealth Prime Ministers in London in May, 1946, the Governments of the United States, France, and the Netherlands were asked by the Australian and New Zealand Governments to indicate whether they desired to support the proposal for the setting up of a Commission. These Governments, all of which have direct territorial interests and responsibilities in the area, expressed their willingness to attend a Conference for the purpose of establishing such a body in the South Pacific.

8. All Governments, including the inviting Powers, were in agreement that the proposed Commission should be an advisory body, which would act in a consultative capacity for the Governments concerned in regard to the promotion of Native welfare and the social and economic development of the inhabitants of the territories concerned. Australia and New Zealand, as sponsoring Powers, also made it clear that any consideration of political or security matters was excluded. The invitation proposed that the functions of the Commission would be to advise member Governments on such questions as co-operation in regard to health services and education, the maintenance and improvement of standards of Native welfare, research in economic, social, and anthropological fields, and in regard to material development, as, for example, expansion of production, communications, and marketing.

9. It was particularly appropriate that Australia and New Zealand should, on their own initiative, jointly invite the co-operation of the other interested Governments in discovering means of setting up a regional body whose task would be to further the welfare of the inhabitants of the area and their social and economic development. Australia and New Zealand have a vital interest in the future of the South Pacific, and, indeed, their metropolitan areas (unlike those of the United Kingdom, the United States of America, France, and the Netherlands) are situated on the fringe of the region.

It was but natural, therefore, that the first impetus towards regional collaboration should be given by the Governments of Australia and New Zealand, especially in view of the fact that they had already worked out arrangements for the closest co-operation between themselves.

10. The successful outcome of the deliberations of delegates can be regarded as a triumph for the policy aimed at closer relations between the two countries which was instituted at Canberra three years before the present Conference.

11. Furthermore, it is fitting to recall that both Australia and New Zealand whole-heartedly supported the acceptance of the "Declaration regarding Non-self-governing Territories," which became an integral part of the United Nations Charter and which imposes certain obligations on all members of the United Nations responsible for such territories. The importance of this Declaration was recognized by the General Assembly when it adopted, on 14 December, 1946, a resolution calling on the member Governments concerned to convene Conferences of representatives of the non-self-governing territories.

12. Chapter XI of the Charter of the United Nations, with the implementation of which the above-mentioned resolution is concerned, obliges those members of the United Nations which are responsible for non-self-governing territories to ensure the political, as well as the economic, social, and educational advancement of the peoples concerned, by developing self-government.

13. The exclusion of political matters from the scope of the proposed Commission was based not on the belief that they are of any less importance than the other aspects of advancement—they are, indeed, the primary aim of administration—but on the conviction that healthy political development is possible only as the inhabitants of the territories can be assisted to solve the problems which press most heavily and immediately upon them. The first necessity is to improve health, provide better educational facilities, improve living standards, and generally to provide a fuller enjoyment of life. These measures go hand in hand with a steady removal of the sense of isolation, which is, perhaps, the greatest bar to progress.

14. The provision for the holding of periodic conferences of territorial representatives in the South Pacific was, therefore, warmly advocated by the New Zealand delegation at the Conference in the belief that it fully accords with the spirit of the resolution adopted by the General Assembly.

III.—GENERAL VIEW OF THE CONFERENCE

15. The Conference opened in Canberra on 28 January, 1947, and closed on 6 February, 1947. Both the Plenary meetings and the meetings of Committees were held in the Canberra Boys' Grammar School.

16. The work of the Conference proceeded smoothly on well-ordered lines, no time being lost in issues that were not relevant to the main task of the meetings, which was to find means of establishing a regional body in the South Pacific.

17. The Australian delegation circulated certain Agenda Notes, which were used as a working paper. As a result rapid progress in Committee work was facilitated. In addition, other delegations circulated papers dealing with specific topics, which were of the greatest assistance in providing material for discussion. The New Zealand delegation circulated several papers dealing with their own Island Territories, and giving special emphasis to problems which appeared to be susceptible of regional treatment.

18. The Conference was officially opened by the Prime Minister of Australia, Mr. Chifley. Dr. Evatt, Minister of External Affairs, was elected President, and Mr. Nash, Deputy President, of the Conference. The text of the speech delivered by Mr. Nash at the opening Plenary Session is appended (Appendix C). Mr. Nash also spoke at the conclusion of the closing session held on Thursday, 6 February.

IV.—DELEGATIONS

19. Delegations were present from Australia and New Zealand, the two sponsoring Powers, and from the United Kingdom, the United States, France, and the Netherlands.

The New Zealand delegation was composed as follows:—

Delegates—

Rt Hon. W. Nash, Minister of Finance.

Mr. A. G. Osborne, M.P., Parliamentary Under-Secretary to the Prime Minister.

Mr. J. G. Barclay, High Commissioner for New Zealand, Canberra.

Alternate Delegates and Advisers—

Lieutenant-Colonel F. W. Voelcker, Administrator of Western Samoa.

Mr. C. G. R. McKay, Secretary of Island Territories.

Mr. W. Tailby, Resident Commissioner, Rarotonga.

Mr. G. R. Laking, Department of External Affairs.

Mr. C. A. Sharp, Assistant Secretary, Office of the High Commissioner for New Zealand, Canberra.

Mr. C. Craw, Department of External Affairs.

V.—APPOINTMENT OF COMMITTEES

20. At the second Plenary Session held on 28 January items on the agenda were referred to various Committees as follows :—

Committee I : Area and Structure—

Name, structure, and composition of the proposed South Seas Commission, including nature of governmental representation and organization of Secretariat.

Committee II : Functions and Powers.

Committee III : Auxiliary Bodies—

Establishment and organization of authorities and bodies auxiliary and subsidiary to the Commission; also relationship of Commission to existing organizations.

Committee IV : Finance.

Committee V : Immediate Projects—

The projects of immediate importance for consideration by the Commission.

Committee VI : Drafting and Co-ordinating.

21. All Committees immediately began their work, which proceeded rapidly, with the result that Committee VI was able to present its Final Report for consideration by the Plenary Session on 6 February.

VI.—COMMITTEE I : AREA AND STRUCTURE

Chairman : Mr A. L. MOFFAT (United States of America)

New Zealand Representatives

Rt Hon. W. NASH

Mr G. R. LAKING

22. The task entrusted to this Committee was, perhaps, of greater importance and difficulty than the work undertaken by any other Committee since it was charged with the responsibility not only of laying down the whole framework of the Commission, but also with that of agreeing upon the questions of the location of headquarters of the Commission, the nature of the Secretariat, and such interim arrangements as might be considered desirable in the initial stages of the establishment of the Commission.

23. The work of this Committee, as, indeed, that of all other Committees, was facilitated by the fact that the Australian delegation had prepared, as a basis for discussion, agenda notes covering the main points involved.

Name of the Commission

24. The name agreed upon as most suitable was "South Pacific Commission," the New Zealand delegation supporting the adoption of this term on the grounds that it was desirable to have precision in geographical connotation so that the expression might be universally understood.

Area

25. The Committee agreed that the territorial scope of the Commission should include the non-self-governing territories administered by member Governments all or part of which are located in the Pacific Ocean south of the Equator and east of, and including, Dutch New Guinea. Alteration of the territorial scope of the Commission, by agreement of the member Governments, was also provided for.

26. It was recognized that, while the Kingdom of Tonga lies within the South Pacific area, the above formula would not provide for its inclusion, since Tonga, although it possesses powers of self-government, is not a sovereign state. Means were therefore devised whereby the co-operation of Tonga in the activities of the Commission might be gained. The resolution relating to the desirability of such co-operation, together with certain other resolutions mentioned below, is attached as Appendix D.

Composition, Voting, and Meetings of the Commission

27. It was agreed that each member Government may appoint not more than two Commissioners and such alternates as it desires, the matter of appointment being left entirely to Governments. In order that member Governments should be aware of the necessity for ensuring that the Commissioners should be, as far as possible, enabled to work full time, the Committee drew up a resolution concerning the service of Commissioners. This resolution was approved by the Plenary Session and appears in Appendix D of this report. The New Zealand delegate stressed the importance of including persons with practical administrative experience in the Island Territories. Although, at first, service as an active Administrator had been regarded by some members of the Committee perhaps even as a disqualification, the force of the New Zealand argument was eventually recognized.

28. With regard to voting, it was pointed out that each Government would not necessarily appoint two Commissioners, and, as a consequence, it was decided that voting must be by countries, each of which should designate one of its Commissioners as a "senior" Commissioner. Senior Commissioners only will be entitled to vote, two-thirds of all of them constituting a quorum on other than budgetary or financial matters. Provision is made in the Agreement (clause 15) for the second or an alternate Commissioner to exercise the functions of the senior Commissioner during his absence.

29. Nevertheless, it was recognized as equally important that the views of all the Commissioners which may be expressed in discussions should be recorded and made available to the participating Governments.

30. Decisions on budgetary or financial matters involving financial contributions by the participating Governments (other than a decision to adopt the annual administrative budget of the Commission) require a unanimous vote.

Location of Headquarters

31. Considerable discussion took place over the question of the selection of a site for the headquarters of the Commission. The opinion of the majority was that it is vitally necessary to choose a site located within the area to be covered by the Commission. On the other hand, it was claimed by some that, from the point of view of administration, communications, health, and research facilities, the Commission might function with greater efficiency if the site chosen were within the metropolitan area of either Australia or New Zealand. The New Zealand delegation, however, felt strongly that, in spite of any real or imagined disadvantages which might result, the primary consideration should be the desirability of having the headquarters within the area, and this consideration could not be outweighed by any arguments in favour of Sydney or any other place outside the area. The New Zealand views were circulated to the members of the Committee as a Conference document. In this paper the contention was made that the Commission can only be fully aware of the problems with which it will have to deal if it is situated at close quarters to them. Island residents are critical people, and, if the Commission is located among them, this criticism can be made to work for the good of the Commission, since the pressure of public opinion will demand that the Commission produce results and that those results be demonstrated

in their practical application. Official and non-official residents alike will have greater reason to regard the Commission as belonging to them and working for them, if it is located within the area, than if it is located at some distant point. Furthermore, it was observed that, in the case of the Caribbean Commission, the West Indian Conference of 1946 had reached the conclusion that, unless the Secretariat were established in the area, much of the value of the Commission's work would be lost.

32. The New Zealand delegation, therefore, suggested that the headquarters of the Commission should be located in Suva, Fiji, although, if evidence could be advanced to prove that some other place within the area was more suitable than Suva, New Zealand would have no objection to the choice of such an alternative site.

33. Objections to the selection of Suva were based on the grounds that a site such as Sydney could provide better accommodation, better research facilities, and a better climate. The New Zealand paper examined all these points and came to the conclusion that there was little to choose between Suva and Sydney in the matter of accommodation, since housing problems were world-wide and that, given a measure of priority and assistance from member Governments, there should be no major difficulty in this respect so far as Suva is concerned. With regard to climate, it was pointed out that Suva compared with many other tropical areas, is pleasant and healthy, and that most of the advances which have been made in solving the problems of tropical areas have resulted from the efforts of men living in the tropics. Reference was made to the work of such men as Dr Lambert and Dr D. W. Hoodless, as well as to that of the early missionaries. It was suggested that the advantage of the wider research facilities at Sydney could be gained if the Research Council were to meet in Sydney.

34. The New Zealand Paper, which was well received, played a large part in enabling the Committee to reach a decision in this respect, the final agreement being that the permanent site of the headquarters of the Commission and its auxiliary and subsidiary bodies should be located within the territorial scope of the Commission. The actual site is to be chosen by the Commission within six months after the agreement comes into force.

35. In the meantime, however, recognition of the existence of problems of accommodation led to agreement that temporary headquarters should be established in Sydney.

36. To meet New Zealand's point of view regarding the possible location of the headquarters of the Research Council outside the area, it was agreed that the Commission might establish branch offices and make provision for the carrying-on of any part of its work or the work of its auxiliary and subsidiary bodies at such place or places within or without the territorial scope of the Commission as it considers will most effectively achieve its objectives.

Interim Organization

37. In order that the Commission should begin its work at the earliest possible moment, it was decided to accept the offer made by the Governments of New Zealand and Australia jointly to undertake the preliminary arrangements for the establishment of the Commission. Any expenditure (up to a maximum of £5,000) incurred by the two Governments may be accepted by the Commission and credited against their contribution to its funds. The purpose of the Australian New Zealand offer was to avoid such delay as might be incident to the ratification of the Agreement.

Secretariat

38. Apart from certain minor points, such as provision regarding entry into force or revision of the Agreement, the only other question of importance discussed by Committee I was the establishment of a Secretariat.

39. Recognizing that the ultimate success of the Commission and its auxiliary bodies will depend largely upon the efficiency of the Secretariat, the Committee laid down detailed provisions relating to the staff of the Secretariat.

40. It was agreed that a Secretary-General and Deputy Secretary-General should be appointed by the Commission for a term of five years. The balance of the staff of the Commission, except certain full-time members of the Research Council, to whom reference is made in the report on Committee III, are to be appointed by the Secretary-General, subject to such directions as he may receive from the Commission. In the selection of appointees, primary consideration is to be given to the technical qualifications and personal integrity of candidates who, so far as possible, are to be recruited from among the local inhabitants of the islands within the area. Equitable local and national representation is also desired.

VII.—COMMITTEE II: FUNCTIONS AND POWERS

Chairman : Mr IVOR THOMAS (*United Kingdom*)

New Zealand Representatives

Rt Hon. W. NASH

Mr C. G. R. MCKAY

Mr G. R. LAKING

41. There being almost complete unanimity among all delegations, the work of this Committee, though of fundamental importance, was completed in three short meetings.

42. It was agreed at once that the Commission should not be a separate authority from, but rather a voluntary association of, the six Governments who administer non-self-governing territories in the area.

43. Draft proposals on functions and powers were submitted to the Conference by the Australian and United Kingdom delegations. These proposals, and the approach of all delegations to the subject, were based largely on consideration of the Agreement for the establishment of the Caribbean Commission, but the Agreement was not followed in its entirety. The Caribbean Commission, for instance, is entirely advisory, except for such executive powers as it requires for the direction of research and the convening of the West Indian Conference. The South Pacific Commission Agreement provides, in paragraph 7, that "The Commission may discharge such other functions as may be agreed upon by the participating Governments." While no particular functions in this category were discussed or agreed upon at Canberra, it was contemplated that, at some future time and with their prior agreement, Governments may find the Commission to be a convenient organ of collaboration between them in joint enterprises.

44. Projects recommended for early study by the Commission are mentioned in paragraph 9 and specified in an Appendix to the Agreement.

45. The United States delegation suggested that "human rights" be included among the subjects for attention by the Commission. As this phrase may be subject to differing interpretations (which is, in fact, a task of a United Nations Committee at the present time), the Committee decided upon the term "economic and social rights," and this is contained in paragraph 6 (*a*) of the Agreement as finally made.

46. The New Zealand delegation took the view that the Agreement does not create, add to, or take away any rights, but does promise development to the full measure of rights as they already exist. All participating Governments, of course, had already subscribed to the Charter of the United Nations, and particularly to Chapter XI of it, which is a charter of rights for non-self-governing peoples.

VIII.—COMMITTEE III: AUXILIARY BODIES

Chairman : Mr ARMAND GAZEL (*France*)

New Zealand Representatives

Rt Hon. W. NASH

Mr J. G. BARCLAY

Mr W. TAILBY

47. Committee III was asked to consider and report on the question of the establishment of bodies auxiliary and advisory to the Commission, and that of the relationship of the Commission to existing organizations.

48. The decisions taken by this Committee with regard to the establishment of a Research Council and a South Pacific Conference are of great significance. All delegations were agreed that perhaps the most important aspect of the Commission's work would be concerned with research, whilst similar stress was laid upon the necessity for associating representatives of the local inhabitants and of official and non-official institutions with the work of the Commission.

Research Council

49. All members of the Committee were in agreement as to the desirability of establishing a body which might co-ordinate research activities within the South Pacific, maintain a continuous survey of research needs in the area, arrange for the conduct of approved research studies, and appoint special committees to investigate particular problems.

50. The question of the actual membership of the Council, however, was discussed in great detail, and it was apparent that there was a considerable divergence of opinion as to the actual composition of the proposed Council. The principal points at issue were—

- (i) Whether the Commission should receive a recommendation as to the appointment of full-time experts; and
- (ii) Whether a permanent nucleus was necessary in the Research Council.

51. There was general agreement that one full-time official would be required to supervise the execution of the programme of the Council in the capacity of Deputy Chairman, but considerable doubt was expressed whether, in view of the expense involved, the appointment of other permanent officials was necessary. In view of the importance attaching to research activities, however, it was eventually decided that a small

permanent nucleus would be necessary, and the New Zealand delegation submitted a draft which provided that a small number of persons, highly qualified in the diversified fields of health and social and economic development, should be *ex officio* members of the Research Council. The principle underlying the draft was accepted, with the proviso that these full-time members should, in all technical matters, be under the direction of the Deputy Chairman, since it was felt undesirable to make them responsible to the Secretary-General in other than administrative matters.

52. It was left open to the Commission to decide how many part-time members of the Research Council should be appointed, since it is obvious that the number will vary from time to time.

53. Finally, there was unanimous approval for the suggestion that the Research Council should be given the power not only to appoint standing committees to consider problems in particular fields of research, but also *ad hoc* Research Committees to deal with special problems.

Conference of Local Inhabitants

54. It was felt by Committee III that, if the Commission were to be successful in its task, it would be imperative to associate with the work of the Commission representatives drawn from the various island territories. The Caribbean Commission broadened the basis of its work by providing for representation of territorial administrations at periodical conferences, and it was considered that some method of achieving this end should also be devised for the South Pacific. It was considered, therefore, that it would be highly advantageous to bring together administrators, representatives of the local inhabitants and of missionaries, together with those of research bodies of the United Nations and specialized agencies and of the I.L.O.

55. Whilst every delegate was in favour of the fullest possible participation of local inhabitants in the work of the Commission, there was considerable difference of opinion as to how this might best be achieved. The New Zealand delegate stated that unless a conference of local inhabitants were provided for the work of the Commission would be considerably handicapped. All the Native inhabitants must be given an opportunity of participating in discussions themselves, even if, in particular cases, they were to be represented in the interim by people who live among them. Having regard to the fact, however, that some peoples were more

advanced than others, there might be a possibility of convening "district" conferences which would pave the way for major conferences later.

56. The principle of holding periodical conferences was eventually agreed to after considerable discussion, although some delegations felt that the proposed Conference method was premature since, in some cases, cultural development had not yet prepared the Native people for participation in such a Conference.

57. It was pointed out, however, that the proposed Conference was essentially a practical proposal to bring together people with a practical knowledge of their own affairs, that the conference was a form of consultation with no executive authority, and that it represented a move in conformity with the general development of world opinion in regard to the problems of dependent peoples.

58. The principle having been approved, it remained to devise an acceptable formula with regard to the method of selecting delegates to the conferences, and the general organization of the body.

59. General approval was given to the desirability of convening a conference before the end of 1949, and a provision was accordingly recommended to the effect that a session of the South Pacific Conference should be convoked within two years of the coming into force of the Agreement. This Conference, as well as the succeeding conferences (meeting at intervals not exceeding three years), are to be held at a place within the territorial scope of the Commission.

60. All delegations agreed that the Conference should be empowered to discuss matters within the terms of reference of the Commission, and to make recommendations to the Commission on these matters. The Conference Agenda should be approved by the Commission, which may accept the inclusion of specific items recommended by the Conference.

61. Some difficulty was experienced with regard to the question of what territories should be entitled to send delegates to the Conference, and as to the number of delegates the territorial administrations should be permitted to send. The Committee finally recommended that it should be left to the Commission itself to determine which territories should send delegates, that such territories should endeavour to send at least two delegates (together with as many advisers as are considered necessary), and that delegates shall be appointed

in accordance with the constitutional procedure of each territory in such a manner as to ensure the greatest possible measure of representation of the local inhabitants.

62. With regard to the expenses of the Conference, it was agreed that any such expenditure (including the expenses of delegates) should be a charge on the funds of the Commission. The New Zealand delegate pointed out, in this connection, that to achieve the purposes of the Conference it was desirable not to place an unduly large burden on the budgets of the local administrations.

Relationship with other International Bodies

63. Consideration of this item was facilitated by the fact that most delegations were familiar with the discussions which had taken place with regard to the relationship of the Caribbean Commission to other international bodies. All delegations were in complete agreement with the principles expressed in the Agreement for the establishment of that body, but it was desired that the text should be made clear and unambiguous.

64. There was general agreement that the Commission was in no way to be regarded as an agency of the United Nations, but, on the other hand, it was out of the question to regard the Commission as a body completely apart, since it was obvious that it must collaborate with the various organs of the United Nations and specialized agencies. The New Zealand delegate, in expressing approval of the principles laid down in the Caribbean Agreement, saw no justification for inserting any negative statement to the effect that the Commission had no formal connection with the United Nations. Indeed, it was implicitly understood that the Commission would be an independent body, and that there was no need to make any specific reference to this, especially since the importance of co-operation with the United Nations could not be denied.

65. In the interests of clarity, however, the Committee favoured a definite statement to the effect that the Commission would have no organic connection with the United Nations. This point having been settled, the Committee recommended the inclusion of a clause stressing the necessity of close co-operation with the United Nations, and appropriate specialized agencies on economic and social matters, and of an undertaking by participating Governments to consult with those bodies with a view to defining any relationship which may, in the future, exist.

IX.—COMMITTEE IV : FINANCE

Chairman : Mr A. J. BEVERSLUIS (*Netherlands*)

New Zealand Representatives

Rt Hon. W. NASH

Lieutenant-Colonel F. W. VOELCKER

Mr C. A. SHARP

66. The work of the Committee on Finance was expedited by the fact that each nation showed complete willingness to bear its proper share in whatever cost was involved in the establishment of the Commission.

67. Three main points for discussion were as follows :—

- (1) Establishment of a fund from which expenditure by the Commission would be made pending preparation by the Commission of an annual budget ;
- (2) The initial payment into the working fund if the principle under (1) was agreed ; and
- (3) The basis of contribution by nations represented on the Commission to—
 - (a) The working fund ; and
 - (b) The Commission's budget (when developed).

68. After general discussion it was agreed that an estimated working fund of £40,000 sterling was necessary to cover the first year's expenditure, and that participating Governments should contribute to this fund in the same proportion as to the later budget contributions.

69. Some difficulty was experienced in arriving at a satisfactory formula for budget contribution by each Member, not because of the desire of any delegation to evade responsibility for the expenses of the Commission, but by reason of the obvious impediments in the way of discovering a basis equitable to all participating Governments.

70. The formula of contribution of the Caribbean Commission was discussed in relation to the population figures of the various island territories and the national economies of the various Governments. It was decided, however, that, although some statistical information was available, it was not sufficient to form a basis for consideration of the precise allocation of costs amongst member Governments. All delegations agreed that the value to the various members of the Commission's work could not adequately be assessed at this stage. Accordingly, rounded off percentage contributions were fixed with the proviso that they should be reviewed by the Commission before the end of the second budget year, and appropriate changes made if necessary.

71. The contributions agreed were—

Australia	...	...	...	30%
France	...	...	...	12½%
Netherlands	...	...	...	15%
New Zealand	...	...	...	15%
United Kingdom	...	...	...	15%
United States	...	...	...	12½%

72. The Finance Committee also made certain recommendations regarding general rules which should apply in connection with the control of the funds of the Commission. An important point of principle was decided at this juncture when it was agreed that salaries and allowances of Commissioners and their immediate staffs should be the responsibility of the Governments appointing them, and not a charge against the funds of the Commission.

X.—COMMITTEE V: IMMEDIATE PROJECTS

Chairman: Mr A. G. OSBORNE, M.P. (*New Zealand*)

New Zealand Representatives

Rt Hon. W. NASH

Lieutenant-Colonel F. W. VOELCKER

Mr W. TAILBY

73. Of all the Committees to which subject-matter was referred by the Plenary Session, Committee V, was, in many ways, the most interesting, since it dealt with the actual problems of the island territories of the South Pacific.

74. Discussions centred around the question of the over-all problems of the area in order that the Commission, when established, might have some practical suggestions to consider.

75. The Committee was composed of men with practical experience of the island territories of the South Pacific, including several active administrators. The New Zealand delegation was fortunate in being able to make use of the wide knowledge of the Administrator of Western Samoa, the Resident Commissioner of the Cook Islands, and the Secretary of Island Territories, all of whom could speak with authority on the problems not only of their own islands, but also of other island groups with which they were familiar. On many specific technical matters the Committee availed itself of the opportunity to hear a number of experts in such fields as health, agriculture, and education.

76 It was, however, fully realized that since the Committee was composed of laymen it was not competent to discuss in detail many of the involved technical questions which arose.

77. The Committee discussions centred around an examination of a paper submitted by the Australian delegation covering the fields of health and economic and social development. An attempt was made to specify the various projects which were considered to be of the highest importance so far as the economic and social welfare of the inhabitants of the island territories are concerned. These were not to be taken as in any way covering the whole question, but it was hoped that they might serve as a guide to the Commission when it began its work. It was considered inappropriate to incorporate the final report of Committee V in the actual text of the Agreement for the establishment of the Commission, but the findings of the Committee were drawn up as a list of recommendations from the Conference to the Commission. The Resolution Concerning Immediate Projects is appended to this report.

78. All delegations co-operated whole-heartedly in offering suggestions regarding problems thought to be capable of regional treatment, and the Committee was able to profit from the practical knowledge of men drawn from all parts of the South Pacific area.

79. The New Zealand delegation, for its part, was able to offer many suggestions deriving from New Zealand's knowledge of the problems in her own island territories. Thus, in the field of health, a New Zealand suggestion that, in view of increased air transportation especially, quarantine regulations should be reviewed, was accepted.

80. The New Zealand delegate also strongly supported a proposal to encourage women's organizations, citing the successful operation of such women's committees in Western Samoa and the Cook Islands.

81. The importance of the fisheries in relation to nutrition was stressed by the New Zealand delegation, which pointed out the importance of raising the standard of living in the islands as an essential step to the enjoyment of a better life.

82. With regard to the subject of labour conditions, New Zealand submitted a proposal, which was finally accepted, suggesting a study of labour conditions in the territories with a view to improvement on the lines suggested by the I.L.O.

83. The report of Committee V, which appears as a Resolution Concerning Immediate Projects, should be of the greatest value in indicating to the Commission certain projects which it might undertake as soon as possible as being essential for the advancement of the peoples of the South Pacific Territories.

XI.—COMMITTEE VI : DRAFTING AND CO-ORDINATING

Chairman : Dr H. V. EVATT (*Australia*)

New Zealand Representatives

Rt Hon. W. NASH

Mr G. R. LAKING

84. Committee VI was faced with the task of co-ordinating the material forwarded by other Committees and drafting a Constitution for the Commission.

85. Thus, the work of this Committee had, of necessity, to be postponed pending the determination of policy considerations by other Committees. Nevertheless, the work of the Committee was greatly facilitated by the fact that members were in constant touch with the work of all Committees, and it was, therefore, possible quite early to begin the labour of co-ordination and drafting.

86. Preliminary drafting was undertaken by Professor Bailey (Australia), and Mr Moffat (U.S.A.), and the production of a draft constitution ensured that there would be no delay in agreeing to the Final Act.

87. The Committee was, however, not entirely concerned with the reports of other Committees, but also had to consider such questions as the signature of the final document and the entry into force of the Agreement. In connection with the latter point, the New Zealand delegate said that he was anxious to avoid the possibility of undue delay, and made the suggestion that the Australian and New Zealand Governments might under-write preliminary expenditure on the understanding that there would be inserted in the Agreement a clause to the effect that any such expenditure, properly incurred, could subsequently be ratified by the Commission if and when the Agreement had been accepted by all six Governments.

88. Committee VI, having concluded its task in a remarkably short time considering the number of complexities which existed, was able to present to the Plenary Session its final report on 6 February. There were certain observations in connection with the text of the Agreement which the Committee desired to place on record. These were as follows:—

“The Committee has not included any specific provision empowering the Commission to accept funds from non-governmental organizations for the furtherance of its work generally or for specific projects, believing that the Commission will have this power without specific reference.

“ It has also not included a specific provision empowering the Commission to render special services within its terms of reference to one or more of the participating Governments.

“ The Committee believes that, if no cost to the Commission is involved from the rendering of such special services, the Commission has adequate power to effect any arrangement which it is willing to make.

“ No specific provision has been included by the Committee providing that a record of the proceedings of the Commission, including the views of all the Commissioners which may be expressed in Committee discussions, should be recorded and made available to the participating Governments. Such a provision was not considered necessary, but the Committee concurs in the views expressed by the Committee on Area and Structure that the Commission should incorporate such a provision in its rules and regulations.

“ In making provision for the official languages of the Commission it is the understanding of the Committee that all documents issued by the Commission and its auxiliary and subsidiary bodies will be circulated in the official languages, except in those instances where, for special reasons, the Commission may otherwise determine.

“ In connection with the provision that Australia and New Zealand might be reimbursed for expenditure incurred in anticipation of the establishment of the Commission, the French, Netherlands, and United States delegations informed the Committee that their Governments might not be in a position to authorize reimbursement for expenditures incurred prior to the time when the Agreement comes into force.”

XII.—FINAL PLENARY SESSION

89. At the closing Session of the Conference on 6 February, the Report of Committee VI, which incorporated the text of the final agreement, and the various resolutions mentioned above, was adopted. The adoption of the Agreement and its reference to the Governments concerned for acceptance was moved by Mr Nash. He expressed the hope that the plan which had been brought into being would achieve the objective of giving the island peoples of the South Pacific an opportunity of being free human beings in the widest possible sense.

90. Following the adoption of the various Conference resolutions, the formal signature of the Agreement took place. Mr Nash and Mr Osborne signed on behalf of New Zealand.

91. In his closing speech in the capacity of Vice-President, Mr Nash thanked other delegations for their resolution of appreciation to Australia and New Zealand, and went on to say that, although New Zealand was a small and isolated country, we were able, in spite of these disadvantages, to make a real contribution to world welfare. Reference was made by Mr Nash to the men of eminence from Polynesia who stood high in the records of world achievement.

92. With regard to the work of the Conference he referred to the fact that all delegations were unanimous as to the final objective of the Commission, although there were differences of opinion as to the best method of securing the end in view. Out of the Conference had come a declaration of aims which explained the nature of the path which should be followed to enable non-self-governing peoples of the South Pacific to live a fuller life. It was both a duty and a privilege to help these peoples to travel along the road to progress, and they, themselves, would have the right at the proposed periodical conferences to indicate their desires as to the nature of such progress.

March, 1947.

APPENDIX A

TEXT OF INVITATION DESPATCHED BY MINISTER OF EXTERNAL AFFAIRS, CANBERRA, ON BEHALF OF THE AUSTRALIAN AND NEW ZEALAND GOVERNMENTS, TO THE GOVERNMENTS OF THE UNITED KINGDOM, THE UNITED STATES OF AMERICA, FRANCE, AND THE NETHERLANDS

SIR,—

I have the honour to present the enclosed Aide Memoire confirming recent verbal communications concerning the proposed establishment of a Regional Advisory Commission for South and South-west Pacific Territories, and the convening of a Conference by the Australian and New Zealand Governments for this purpose early in the coming year at a date to be fixed.

It is intended by the two inviting Governments that discussions at this Conference will concern island territories of the South and South-west Pacific lying generally south of the Equator and eastwards from New Guinea, and it is their understanding that the Commission which is to be set up shall not be empowered to deal in any way with political matters or questions of defence or security.

I have the honour to be,
With the highest consideration,

Sir,

Your obedient servant,
(Signed) H. V. EVATT,
Minister of State for External Affairs.

AIDE MEMOIRE

REGIONAL AND ADVISORY COMMISSION FOR SOUTH AND SOUTH-WEST PACIFIC TERRITORIES

The Australian and New Zealand Governments have been considering the possibilities of regional organization for co-operation between Governments responsible for dependent territories in the area of the South and South-west Pacific.

They have agreed to endeavour to promote such co-operation and with this object to bring about the establishment of a Regional Advisory Commission.

Accordingly, the Australian and New Zealand Governments have decided to convene a conference in the near future. In view of the direct territorial interest of the Government in the area concerned, the Australian and New Zealand Governments invite the Government of to send representatives to Australia for this purpose at a convenient date to be arranged.

The representatives attending this conference would discuss the methods of regional co-operation and the machinery which would be necessary and would take steps to establish the Commission.

The Australian and New Zealand Governments consider that such a Commission would have advisory powers only. It should advise the Governments concerned in regard to the promotion of Native welfare and economic development.

The functions of the Commission should be to advise the member Governments on questions such as the following :—

- (a) Co-operation in regard to health and medical services and education :
- (b) The maintenance and improvement of standards of Native welfare in regard to labour conditions and the participation of Natives in administration and social services :
- (c) Co-operation in research in economic, social, and anthropological fields :
- (d) Co-operation in regard to material development, including, for example, communications and marketing.

APPENDIX B

AGREEMENT ESTABLISHING THE SOUTH PACIFIC COMMISSION

THE Governments of Australia, the French Republic, the Kingdom of the Netherlands, New Zealand, the United Kingdom of Great Britain and Northern Ireland, and the United States of America (hereinafter referred to as "the participating Governments"),

Desiring to encourage and strengthen international co-operation in promoting the economic and social welfare and advancement of the peoples of the non-self-governing territories in the South Pacific region administered by them,

Have, through their duly authorized representatives, met together in Canberra, made an Agreement in the following terms :—

ARTICLE I

ESTABLISHMENT OF THE COMMISSION

1. There is hereby established the South Pacific Commission (hereinafter referred to as "the Commission").

ARTICLE II
TERRITORIAL SCOPE

2. The territorial scope of the Commission shall comprise all those non-self-governing territories in the Pacific Ocean which are administered by the participating Governments and which lie wholly or in part south of the Equator and east from and including Netherlands New Guinea.

3. The territorial scope of the Commission may be altered by agreement of all the participating Governments.

ARTICLE III
COMPOSITION OF THE COMMISSION

4. The Commission shall consist of not more than twelve Commissioners. Each participating Government may appoint two Commissioners and shall designate one of them as its senior Commissioner.

5. Each participating Government may appoint such alternates and advisers to its Commissioners as it considers desirable.

ARTICLE IV
POWERS AND FUNCTIONS

6. The Commission shall be a consultative and advisory body to the participating Governments in matters affecting the economic and social development of the non-self-governing territories within the scope of the Commission and the welfare and advancement of their peoples. To this end, the Commission shall have the following powers and functions :—

(a) To study, formulate and recommend measures for the development of, and where necessary the co-ordination of services affecting, the economic and social rights and welfare of the inhabitants of the territories within the scope of the Commission, particularly in respect of agriculture (including animal husbandry), communications, transport, fisheries, forestry, industry, labour, marketing, production, trade and finance, public works, education, health, housing, and social welfare ;

(b) To provide for and facilitate research in technical, scientific, economic, and social fields in the territories within the scope of the Commission and to ensure the maximum co-operation and co-ordination of the activities of research bodies ;

(c) To make recommendations for the co-ordination of local projects in any of the fields mentioned in the previous subparagraphs which have regional significance and for the provision of technological assistance from a wider field not otherwise available to a territorial administration ;

(d) To provide technical assistance, advice, and information (including statistical and other material) for the participating Governments ;

(e) To promote co-operation with non-participating Governments and with non-governmental organizations of a public or quasi-public character having common interests in the area, in matters within the competence of the Commission ;

(f) To address inquiries to the participating Governments on matters within its competence ;

(g) To make recommendations with regard to the establishment and activities of auxiliary and subsidiary bodies.

7. The Commission may discharge such other functions as may be agreed upon by the participating Governments.

8. The Commission may make such administrative arrangements as may be necessary for the exercise of its powers and the discharge of its functions.

9. With a view to facilitating the inauguration of the work of the Commission in matters immediately affecting the economic and social welfare of the local inhabitants of the territories within the scope of the Commission, the Commission shall give early consideration to the projects set forth in the resolution (appended to this Agreement) relating to important immediate projects adopted by the South Seas Conference at Canberra, Australia, on 6 February, 1947.

10. The participating Governments undertake to secure such legislative and administrative provision as may be required to ensure that the Commission will be recognized in their territories as possessing such legal capacity and as being entitled to such privileges and immunities (including the inviolability of its premises and archives) as are necessary for the independent exercise of its powers and discharge of its functions.

ARTICLE V

PROCEDURE OF THE COMMISSION

11. Irrespective of the place of meeting, each senior Commissioner shall preside over sessions of the Commission in rotation, according to the English alphabetical order of the participating Governments.

12. The Commission may meet at such times and in such places as it may determine. It shall hold two regular sessions in each year, and such further sessions as it may decide.

13. At a meeting of the Commission two-thirds of all the senior Commissioners shall constitute a quorum.

14. The decisions of the Commission shall be taken in accordance with the following rules :—

(a) Senior Commissioners only shall be entitled to vote ;

(b) Procedural matters shall be decided by a majority of the senior Commissioners present and voting ;

(c) Decisions on budgetary or financial matters which may involve a financial contribution by the participating Governments (other than a decision to adopt the annual administrative budget of the Commission), shall require the concurring votes of all the senior Commissioners ;

(d) Decisions on all other matters (including a decision to adopt the annual administrative budget of the Commission) shall require the concurring votes of two thirds of all the senior Commissioners.

15. In the absence of a senior Commissioner, his functions shall be discharged for all purposes of this Article by the other Commissioner appointed by his Government or, in the absence of both, by an alternate designated by his Government or the senior Commissioner.

16. The Commission may appoint Committees and, subject to the provisions of this Agreement, may promulgate rules of procedure and other regulations governing the operations of the Commission, of its auxiliary and subsidiary bodies and such Committees as it shall establish, and of the Secretariat and generally for the purpose of carrying into effect the terms of this Agreement.

17. The official languages of the Commission and its auxiliary and subsidiary bodies shall include English and French.

18. The Commission shall make to each of the participating Governments, and publish, an annual report on its activities, including those of its auxiliary and subsidiary bodies.

ARTICLE VI
RESEARCH COUNCIL

19. In view of the special importance of research for the carrying-out of the purposes of the Commission, there shall be established a Research Council, which shall serve as a standing advisory body auxiliary to the Commission.

ARTICLE VII

COMPOSITION OF THE RESEARCH COUNCIL

20. Members of the Research Council shall be appointed by the Commission on such terms and conditions as the Commission may decide.

21. (a) The Commission shall appoint, as members of the Research Council, such persons distinguished in the fields of research within the competence of the Commission as it considers necessary for the discharge of the Council's functions ;

(b) Among the members of the Council so appointed there shall be a small number of persons highly qualified in the several fields of health, economic development, and social development who shall devote their full time to the work of the Research Council.

22. The Research Council shall elect a Chairman from its members.

23. The Commission shall appoint a full-time official who shall direct research and be charged with the general responsibility for supervising the execution of the programme of the Research Council. He shall be, *ex officio*, a member and the Deputy Chairman of the Council and, subject to the directions of the Commission, shall be responsible for arranging and facilitating co-operative research, for arranging and carrying out research projects of a special nature, for collecting and disseminating information concerning research and for facilitating the exchange of experience among research workers of the area. He shall be responsible to the Secretary-General for all administrative matters connected with the work of the Research Council and of its Committees.

24. In all technical matters full-time members shall be under the direction of the Deputy Chairman of the Research Council. In all administrative matters they shall be responsible to the Secretary-General.

25. Recommendations of the Research Council in connection with research projects to be undertaken shall be first submitted to the Commission for approval.

ARTICLE VIII

FUNCTIONS OF THE RESEARCH COUNCIL

26. The functions of the Research Council shall be—

(a) To maintain a continuous survey of research needs in the territories within the scope of the Commission and to make recommendations to the Commission on research to be undertaken ;

(b) To arrange, with the assistance of the Secretary-General, for the carrying-out of the research studies approved by the Commission, using existing institutions where appropriate and feasible ;

(c) To co-ordinate the research activities of other bodies working within the field of the Commission's activities and, where possible, to avail itself of the assistance of such bodies ;

(d) To appoint technical standing research committees to consider problems in particular fields of research ;

(e) To appoint, with the approval of the Commission, *ad hoc* research committees to deal with special problems ;

(f) To make to each session of the Commission a report of its activities.

ARTICLE IX

THE SOUTH PACIFIC CONFERENCE

27. In order to associate with the work of the Commission representatives of the local inhabitants of, and of official and non-official institutions directly concerned with, the territories within the scope of the Commission, there shall be established a South Pacific Conference with advisory powers as a body auxiliary to the Commission.

ARTICLE X

SESSIONS OF THE CONFERENCE

28. A session of the South Pacific Conference shall be convoked within two years after this Agreement comes into force, and thereafter at intervals not exceeding three years.

29. Each session of the Conference shall be held in one of the territories within the scope of the Commission at a place designated by the Commission with due regard to the principle of rotation.

30. The Chairman of each session of the Conference shall be one of the Commissioners of the Government in whose territory the Session is held.

31. The Secretary-General shall be responsible for the administrative arrangements of the Conference.

32. The Commission shall adopt rules of procedure for the Conferences and approve the agenda for each session of the Conference. The Secretary-General shall prepare the necessary documents for consideration by the Commission.

33. The Conference may make recommendations to the Commission on procedural questions affecting its sessions. It may also recommend to the Commission the inclusion of specific items on the agenda for the Conference.

ARTICLE XI

COMPOSITION OF THE CONFERENCE

34. Delegates to the Conference shall be appointed for each territory which is within the scope of the Commission and which is designated for this purpose by the Commission. The maximum number of delegates for each territory shall be determined by the Commission. In general, the representation shall be at least two delegates for each designated territory.

35. Delegates shall be selected in such a manner as to ensure the greatest possible measure of representation of the local inhabitants of the territory.

36. Delegates shall be appointed for each designated territory in accordance with its constitutional procedure.

37. The delegations for each designated territory may include alternate delegates and as many advisers as the appointing authority considers necessary.

ARTICLE XII

FUNCTIONS OF THE CONFERENCE

38. The Conference may discuss such matters of common interest as fall within the competence of the Commission, and may make recommendations to the Commission on any such matters.

ARTICLE XIII
THE SECRETARIAT

39. The Commission shall establish a Secretariat to serve the Commission and its auxiliary and subsidiary bodies.

40. The Commission shall, subject to such terms and conditions as it may prescribe, appoint a Secretary-General and a Deputy Secretary-General. They shall hold office for five years unless their appointments are earlier terminated by the Commission. They shall be eligible for re-appointment.

41. The Secretary-General shall be the chief administrative officer of the Commission and shall carry out all directions of the Commission. He shall be responsible for the functioning of the Secretariat, and shall be empowered, subject to such directions as he may receive from the Commission, to appoint and dismiss, as necessary, members of the staff of the Secretariat.

42. In the appointment of the Secretary-General, the Deputy Secretary-General and the staff of the Secretariat, primary consideration shall be given to the technical qualifications and personal integrity of candidates. To the fullest extent consistent with this consideration, the staff of the Secretariat shall be appointed from the local inhabitants of the territories within the scope of the Commission and with a view to obtaining equitable national and local representation.

43. Each participating Government undertakes, so far as possible under its constitutional procedure, to accord to the Secretary-General, to the Deputy Secretary-General, to the full time members of the Research Council, and to appropriate members of the staff of the Secretariat such privileges and immunities as may be required for the independent discharge of their functions. The Commission may make recommendations with a view to determining the details of the application of this paragraph or may propose conventions to the participating Governments for this purpose.

44. In the performance of their duties, the Secretary-General, the Deputy Secretary-General, the full-time members of the Research Council, and the staff of the Secretariat shall not seek or receive instructions from any Government or from any other authority external to the Commission. They shall refrain from any action which might reflect on their position as international officials responsible only to the Commission.

45. Each participating Government undertakes to respect the exclusively international character of the responsibilities of the Secretary-General, the Deputy Secretary-General, the full-time members of the Research Council, and the staff of the Secretariat, and not to seek to influence them in the discharge of their responsibilities.

ARTICLE XIV
FINANCE

46. The Commission shall adopt an annual budget for the administrative expenses of the Commission and its auxiliary and subsidiary bodies, and such supplementary budgets as it may determine. The Secretary-General shall be responsible for preparing and submitting to the Commission for its consideration the annual administrative budget and such supplementary budgets as the Commission may require.

47. Except for the salaries, allowances, and miscellaneous expenditures of the Commissioners and their immediate staffs, which shall be determined and paid by the respective Governments appointing them, the expenses of the Commission and its auxiliary and subsidiary bodies (including the expenses of delegates to the South Pacific Conference on a scale approved by the Commission) shall be a charge on the funds of the Commission.

48. There shall be established, to meet the expenses of the Commission, a fund to which each participating Government undertakes, subject to the requirements of its constitutional procedure, to contribute promptly its proportion of the estimated expenditure of the Commission, as determined in the annual administrative budget and in any supplementary budgets adopted by the Commission.

49. The expenses of the Commission and its auxiliary and subsidiary bodies shall be apportioned among the participating Governments in the following proportions :—

Australia ...	...	...	...	...	30%
France ...	...	...	...	...	12½%
The Netherlands ...	...	...	...	...	15%
New Zealand ...	...	...	...	...	15%
United Kingdom of Great Britain and Northern Ireland ...	...	...	...	...	15%
United States of America ...	...	...	...	...	12½%

Before the close of its second fiscal year, the Commission shall review the apportionment of expenses and recommend to the participating Governments such adjustments as it considers desirable. Adjustments may at any time be made by agreement of all the participating Governments.

50. The fiscal year of the Commission shall be the calendar year.

51. Subject to the directions of the Commission, the Secretary-General shall be responsible for the control of the funds of the Commission and of its auxiliary and subsidiary bodies and for all accounting and expenditure. Audited statements of accounts for each fiscal year shall be forwarded to each participating Government as soon as possible after the close of the fiscal year.

52. The Secretary-General, or an officer authorized by the Commission to act as Secretary-General pending the appointment of the Secretary-General, shall at the earliest practicable date after the coming into force of this Agreement submit to the Commission an administrative budget for the current fiscal year and any supplementary budgets which the Commission may require. The Commission shall thereupon adopt for the current fiscal year an administrative budget and such supplementary budget as it may determine.

53. Pending adoption of the first budget of the Commission, the administrative expenses of the Commission shall be met, on terms to be determined by the Commission, from an initial working fund of £40,000 sterling to which the participating Governments undertake to contribute in the proportions provided for in paragraph 49 of this Agreement.

54. The Commission may in its discretion accept for inclusion in its first budget any expenditure incurred by the Governments of Australia or New Zealand for the purpose of paragraph 64 of this Agreement. The Commission may credit any such expenditure against the contribution of the Government concerned. The aggregate of the amounts which may be so accepted and credited shall not exceed £5,000 sterling.

ARTICLE XV

RELATIONSHIP WITH OTHER INTERNATIONAL BODIES

55. The Commission and its auxiliary and subsidiary bodies, while having no organic connection with the United Nations, shall co-operate as fully as possible with the United Nations and with appropriate specialized agencies on matters of mutual concern within the competence of the Commission.

56. The participating Governments undertake to consult with the United Nations and the appropriate specialized agencies at such times and in such manner as may be considered desirable, with a view to defining the relationship which may in future exist and to ensuring effective co-operation between the Commission, including its auxiliary and subsidiary bodies, and the appropriate organs of the United Nations and specialized agencies dealing with economic and social matters.

57. The Commission may make recommendations to the participating Governments as to the manner in which effect can best be given to the principles stated in this Article.

ARTICLE XVI

HEADQUARTERS

58. The permanent headquarters of the Commission and its auxiliary and subsidiary bodies shall be located within the territorial scope of the Commission at such place as the Commission may select. The Commission may establish branch offices and, except as otherwise provided in this Agreement, may make provision for the carrying on of any part of its work or the work of its auxiliary and subsidiary bodies at such place or places within or without the territorial scope of the Commission as it considers will most effectively achieve the objectives for which it is established. The Commission shall select the site of the permanent headquarters within six months after this Agreement comes into force. Pending the establishment of its permanent headquarters, it shall have temporary headquarters in or near Sydney, Australia.

ARTICLE XVII

SAVING CLAUSE

59. Nothing in this Agreement shall be construed to conflict with the existing or future constitutional relations between any participating Government and its territories or in any way to affect the constitutional authority and responsibility of the territorial administrations.

ARTICLE XVIII

ALTERATION OF AGREEMENT

60. The provisions of this Agreement may be amended by consent of all the participating Governments.

ARTICLE XIX

WITHDRAWAL

61. After the expiration of five years from the coming into force of this Agreement a participating Government may withdraw from the Agreement on giving one year's notice to the Commission.

62. If any participating Government ceases to administer non-self-governing territories within the scope of the Commission, that Government shall so notify the Commission and shall be deemed to have withdrawn from the Agreement as from the close of the then current calendar year.

63. Notwithstanding the withdrawal of a participating Government this Agreement shall continue in force as between the other participating Governments.

ARTICLE XX
INTERIM PROVISIONS

64. Preliminary arrangements for the establishment of the Commission shall be undertaken jointly by the Governments of Australia and New Zealand.

ARTICLE XXI
ENTRY INTO FORCE

65. The Governments of Australia, the French Republic, the Kingdom of the Netherlands, New Zealand, the United Kingdom of Great Britain and Northern Ireland, and the United States of America shall become parties to this Agreement by:—

- (a) Signature without reservation, or
- (b) Signature *ad referendum* and subsequent acceptance.

Acceptance shall be effected by notification to the Government of Australia. The Agreement shall enter into force when all the above-mentioned Governments have become parties to it.

66. The Government of Australia shall notify the other above-mentioned Governments of each acceptance of this Agreement, and also of the date on which the Agreement comes into force.

67. The Government of Australia shall on behalf of all the participating Governments register this Agreement with the Secretariat of the United Nations in pursuance of Article 102 of the Charter of the United Nations.

This Agreement, of which the English, French, and Netherlands texts are equally authentic, shall be deposited in the archives of the Government in Australia. Duly certified copies thereof shall be transmitted by the Government of Australia to the other participating Governments.

In witness whereof the duly authorized representatives of the respective participating Governments have signed this Agreement.

Opened in Canberra for signature on the sixth day of February, One thousand nine hundred and forty seven.

For the Government of Australia (*ad referendum*)—

(Sgd.) H. V. EVATT.

(Sgd.) E. J. WARD.

For the Government of the French Republic (*ad referendum*)—

(Sgd.) AUGÉ.

For the Government of the Kingdom of the Netherlands (*ad referendum*)—

(Sgd.) VAN AERSSSEN BEYEREN.

(Sgd.) R. WIDJOJODMODJO.

For the Government of New Zealand (*ad referendum*)—

(Sgd.) W. NASH.

(Sgd.) A. G. OSBORNE.

For the Government of the United Kingdom of Great Britain and Northern Ireland (*ad referendum*)—

(Sgd.) IVOR THOMAS.

(Sgd.) E. J. WILLIAMS.

For the Government of the United States of America (*ad referendum*)—

(Sgd.) ROBERT BUTLER.

APPENDIX C

TEXT OF SPEECH MADE BY RT HON. W. NASH AT OPENING PLENARY SESSION, 28 JANUARY, 1947

MR CHAIRMAN, MR PRIME MINISTER, LADIES AND GENTLEMEN,—

As the representative of New Zealand, I have come to-day to join in the warm welcome extended to you by the Prime Minister of Australia. The origin of our meeting goes back to 21 January, 1944, particularly with regard to the two countries which extended the invitation to come to this Conference. On that occasion there was signed the Agreement commonly known as the Canberra Pact.

It has been operating for three years, and during those three years there have been many discussions between the two Governments to find out how we could start along a comparatively new road to achieve the objectives at which we aim. In Section 31 of the Pact there are set out various objectives, associated with the Conference in which we are taking part to-day.

We, as a Government, are tremendously privileged to think that, with Australia, our invitations have gone out to four countries with great traditions, great responsibilities, and great achievements in connection with the advancement of the peoples of the world—socially, politically, and economically. It is a great privilege to join with the representatives of those countries here to-day.

In addition to the foundation laid in the Canberra Pact, we can now go a little further, because of the fact that the Charter of the United Nations also devotes three of its chapters to the same objective for which we are meeting here to-day. The objective, in a few words, is the welfare of the dependent peoples, but it could be, as I see it, more clearly expressed, if we were to get that new vision, which we have not always had—that is, to end, perhaps gradually but for all time, the exploitation of the Native peoples in the Pacific Area for the benefit of people outside that area. We are here to discuss ways and means in which we can benefit the residents of the South Pacific Islands themselves. That transcends everything else.

How can we benefit those peoples whose varying conditions we have come here to consider? We can improve the social, economic, education, and health facilities of these areas, all the time remembering that the interests of the Native inhabitants are paramount. It is not the Governments represented here whose interests are paramount. They are concerned only to meet the interests of the Natives. We must help them to live longer and more healthfully than they have in the past. For that purpose we have come to pool our experiences and to co-operate, to benefit, to create an organization for the purpose of investigating and advising, not another governmental authority in addition to those already in existence to-day, but an advisory body which will help the Governments concerned to do things for the benefit of the Natives.

I believe that we can do much by advice and research to increase the production of the areas concerned, but (I would stress it once again) to increase production for the benefit of the people who live there and not for the benefit of others. By these means we will increase their enjoyment of life, not exclusively their pleasures as we use the term, but by widening their horizons and promoting the enjoyment of life for the longest possible period in a healthy condition.

We in New Zealand are hoping, and we have made the necessary provision in the Cook Islands Act and the Samoa Act, that the Natives will take a greater part in the administration of the area under our administration. But this is a voluntary association of our Governments giving their attention to finding out how we can do the things that are necessary for the people in that area. We will co-operate with scientific bodies and research organizations that may be available here in Australia, in New Zealand, in France, and the other countries represented here. We hope to fit in, too, with some of the research foundations of the United States, which have done so many beneficial things for the Natives of the South Pacific.

There is another thing with which we are concerned, and that is to supplement the Christian Missions, which have done splendid work from an educational point of view. There are many urgent problems which could be mentioned. I emphasize one—the question of health. We in New Zealand have taken one step, in conjunction with the United Kingdom and Fiji, to set up a Pacific Health Service. The agreement establishing the scheme was ratified by our Government and brought into execution in September of last year. We are on the road to finding out what steps we can take to ensure better health among Natives.

Other urgent matters are trade, production, shipping, and communications. I join them in welcoming the establishment of this Commission. Our responsibility as a Government measured in terms of area and population is small, but we hope, in spite of our smallness in size, to join with you, Mr Chairman, representing Australia, with France and the Netherlands, the United Kingdom, and the United States, so that we can do all things inside human knowledge to lift living standards of the inhabitants of the South Pacific—to enable them to live their lives, not to make them Europeans, not to make them Americans, not to make them British or English, but to enable them to live their lives in their own way for the longest possible period of time that science and knowledge and goodwill enable them to do.

I thank you, then, for the opportunity of letting me say a word of welcome on behalf of New Zealand in co-operation with our sister country, Australia, and I wish the Conference every possible success.

APPENDIX D

CONFERENCE RESOLUTIONS

(a) RESOLUTION CONCERNING IMMEDIATE PROJECTS

RESOLVED—

That the South Seas Conference recommends that the South Pacific Commission on its establishment should give early consideration to the projects set forth below. The Conference does not consider that these projects are all-inclusive, but considers them to be of great importance to the economic and social welfare of the local inhabitants of the non-self-governing territories in the South Pacific. The Conference also considers that these projects, which are not stated in any order of priority, should be undertaken at an early date.

Agriculture

- (a) Biochemical investigations in connection with animal nutrition ;
- (b) Systematic botanical investigations ;
- (c) Research into plant pests and diseases research ;
- (d) A biological survey ;
- (e) A study of the relationship between plants and their environment including soils and climate.

Economics

- (a) An economic survey to include Native industries, Native fisheries, Native trading systems and Native co-operative movements and organizations ;
- (b) A study of the mechanization of production and of suitable schemes for the organization of uniform grading, packing, pooling, and marketing of primary products such as copra ;
- (c) The development of schemes for the introduction to and distribution in the territories of potentially useful species, varieties, breeds, or strains of plants and animals ;
- (d) The taking of all possible steps, within the scope of the functions of the Commission, to ensure adequate shipping services within the area.

Education and Social Development

- (a) A study of the most efficient methods of teaching illiterate people to read and write in their own languages ;
- (b) A review of the research work already carried out in the field of social anthropology and consideration of future lines of research which would be of value to the territories in connection with education and social development ;
- (c) A study of special educational and related activities for handicapped persons—the blind, the mentally backward, lepers, and sufferers from other diseases ;
- (d) Research in the most efficient methods of training local inhabitants for health, education and technical services, and a survey of existing facilities therefor ;
- (e) A study of the use of visual aids in education and in other developmental and welfare activities ;
- (f) A study of the education and social development of women and girls in relation to the status of women in the respective communities and with a view to widening the cultural life and improving the domestic conditions of women.

Fisberies

Fisheries research, including surveys and the testing of methods of catching and of processing fish and other marine products with the special aim of improving the nutrition of the local inhabitants.

Forestry

Surveys of or research in—

- (a) Forest resources in regard to areas, commercial timbers, and other forest products ;
- (b) Forest management, including utilization of forests and forest products ;

- (c) Technology of wood and other forest products ;
- (d) The relationship between forests and water conservation and soil conservation.

Health and Medicine

- (a) A survey of improved methods of nutrition and an investigation of the relationship between nutrition and dental defects.
- (b) An investigation to improve methods of village hygiene, including housing.
- (c) General surveys of disease and disease-carriers, with particular research into—
 - (i) The respiratory diseases (including pulmonary and surgical tuberculosis) ;
 - (ii) Leprosy ;
 - (iii) Malaria prevention, and the dysenteries and other bowel infections ;
 - (iv) Yaws and its relationship to syphilis ;
 - (v) Filiarisis ;
 - (vi) Hookworm and other intestinal parasites ;
 - (vii) Diseases of the skin ;
- (d) A study of infant and maternal welfare.
- (e) A study of the human body's response to changes of climate and environment with a view to the improvement of diet and general living conditions.
- (f) A study of quarantine procedures, including the existing international regulations, in order to meet the particular needs of the territories.
- (g) The collection and dissemination of epidemiological information.

Labour

A study of labour conditions within the territories with a view to improvement in accordance with the recommendations of the International Labour Organization wherever applicable.

Library

The establishment of an up-to-date technical and scientific library.

(b) RESOLUTION RELATING TO THE KINGDOM OF TONGA **WHEREAS—**

The Kingdom of Tonga is located in the heart of the South Pacific region and its co-operation in the work of the proposed South Pacific Commission in seeking the economic and social betterment of the peoples of the South Pacific region would be of the greatest value ;

RESOLVED—

That the South Seas Conference expresses its hope that the co-operation of the Kingdom of Tonga may be enlisted in appropriate activities of the proposed South Pacific Commission.

(c) RESOLUTION CONCERNING THE SERVICE OF THE
COMMISSIONERS

RESOLVED—

That the South Seas Conference expresses its hope that, in designating Commissioners to the proposed South Pacific Commission, each participating Government will designate as one of its Commissioners a person whose services to the fullest extent possible will be made available for work and activities in connection with the Commission throughout the year.

(d) RESOLUTION CONCERNING THE SECONDMENT OF STAFF

RESOLVED—

That, with a view to facilitating the work of the proposed South Pacific Commission, the South Seas Conference urges the participating Governments to permit officers in their own services to be made available to the staff of the Commission on secondment or loan.

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