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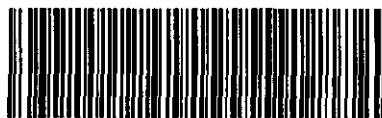
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REPORT OF THE COMMITTEE ON INFORMATION  
FROM NON-SELF-GOVERNING TERRITORIES

Note by the secretariat

The secretariat takes pleasure in transmitting to the delegations for their information the attached Report of the Commission on Information from Non-Self-Governing Territories, published as Supplement No. 15 of the Official Records of the fifteenth session of the General Assembly.



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**UNITED**



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**REPORT  
OF THE  
COMMITTEE ON INFORMATION  
FROM  
NON-SELF-GOVERNING TERRITORIES**

**GENERAL ASSEMBLY  
OFFICIAL RECORDS : FIFTEENTH SESSION  
SUPPLEMENT No. 15 (A/4371)**

**NEW YORK**



**UNITED NATIONS**

**REPORT OF THE  
COMMITTEE ON INFORMATION  
FROM  
NON-SELF-GOVERNING  
TERRITORIES**



**GENERAL ASSEMBLY**

**OFFICIAL RECORDS : FIFTEENTH SESSION**

**SUPPLEMENT No. 15 (A/4371)**

*New York, 1960*

#### 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.

## TABLE OF CONTENTS

Abbreviations .....		<i>Page</i> iv
---------------------	--	-------------------

### *Part One*

#### **Report of the Committee on Information from Non-Self-Governing Territories** (*Eleventh session, 1960*)

	<i>Paragraphs</i>	
I. Constitution of the Committee .....	1-6	1
II. Officers of the Committee .....	7	1
III. Agenda .....	8	1
IV. Sub-Committee .....	9	1
V. Preliminary statements .....	10-12	2
VI. Progress achieved by the Non-Self-Governing Territories in pursuance of Chapter XI of the Charter .....	13-51	2
VII. Economic conditions .....	52-83	6
VIII. Social and educational conditions in Non-Self-Governing Territories.....	84-100	10
IX. General questions relating to the summaries and analyses of information transmitted under Article 73 e of the Charter .....	101-110	11
X. International collaboration in respect of economic, social and educational conditions in Non-Self-Governing Territories .....	111-124	12
XI. Future work of the Committee .....	125-132	13
ANNEX I. Agenda of the Committee .....		16
ANNEX II. Resolution submitted for the consideration of the General Assembly .....		17

### *Part Two*

#### **Observations and conclusions on the Report on Progress in the Non-Self-Governing Territories**

A. Introduction and general survey .....	1-41	19
I. Introduction .....	1-3	19
II. General survey .....	4-25	19
III. International collaboration .....	26-41	23
B. Economic conditions .....	42-105	25
I. General policies and developments .....	42-56	25
II. The rural economy .....	57-68	27
III. Industrial development .....	69-78	29
IV. External trade .....	79-88	30
V. Transport .....	89-93	32
VI. Mining .....	94-95	32
VII. Power .....	96-98	33
VIII. Public finance .....	99-105	33

	<i>Paragraphs</i>	<i>Page</i>
C. Social conditions .....	106-222	34
I. General policies and developments .....	106-111	34
II. Social welfare .....	112-144	35
III. Community development .....	145-153	39
IV. Demographic conditions and population trends .....	154-160	40
V. Progress in public health and nutrition .....	161-176	41
VI. Race relations and human rights .....	177-188	43
VII. Status of women .....	189-196	45
VIII. Labour-management relations .....	197-207	46
IX. Social security .....	208-212	47
X. Co-operative societies .....	213-218	48
XI. Mass communications .....	219-222	49
D. Educational conditions .....	223-306	49
I. General policies and developments .....	223-241	49
II. The financing of education .....	242-249	52
III. Progress towards free and compulsory primary education .....	250-264	53
IV. Secondary, vocational and technical education and teacher-training .....	265-282	55
V. Higher education and scientific and cultural institutions .....	283-291	57
VI. Education of girls and women .....	292-296	59
VII. Adult education and eradication of illiteracy .....	297-306	59

### **Part Three**

#### **Report on economic conditions in Non-Self-Governing Territories**

I. Introduction .....	1-5	61
II. General developments .....	6-10	61
III. Terms of trade .....	11-21	62
IV. The balance of payments with the metropolitan countries .....	22-27	64
V. Currency and central banking .....	28-31	65
VI. The transition from subsistence to market agriculture .....	32-35	65
VII. The productivity of labour .....	36-44	66
VIII. Association of certain Non-Self-Governing Territories with the European Economic Community .....	45-51	68
ANNEX. Studies on economic conditions in Non-Self-Governing Territories .....		69

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### **Abbreviations**

FAO	Food and Agriculture Organization of the United Nations
GATT	General Agreement on Tariffs and Trade
ILO	International Labour Organisation
IMCO	Inter-Governmental Maritime Consultative Organization
ITU	International Telecommunication Union
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
WHO	World Health Organization



## Part One

# REPORT OF THE COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING TERRITORIES (ELEVENTH SESSION, 1960)

### I. Constitution of the Committee

1. By its resolution 1332 (XIII), adopted on 12 December 1958, the General Assembly decided to continue, for a further period of three years, the Committee on Information from Non-Self-Governing Territories, on the same basis as was set forth in resolutions 332 (IV) of 2 December 1949, 646 (VII) of 10 December 1952 and 933 (X) of 8 November 1955.

2. The terms of reference of the Committee, as set forth in resolution 1332 (XIII) are as follows:

"5. . . . to examine, in the spirit of Article 1, paragraphs 3 and 4, and of Article 55 of the Charter, the summaries and analyses of information transmitted under Article 73 e of the Charter on economic, social and educational conditions in the Non-Self-Governing Territories, including any papers prepared by the specialized agencies and any reports or information on measures taken in pursuance of the resolutions adopted by the General Assembly concerning economic, social and educational conditions in the Non-Self-Governing Territories;

"6. . . . to submit to the General Assembly at its regular sessions reports containing such procedural recommendations as it may deem fit and such substantive recommendations as it may deem desirable relating to functional fields generally but not with respect to individual Territories."

3. As regards the Committee's programme of work, the same resolution states that:

"7. . . . the Committee should, without prejudice to the annual consideration of all the functional fields enumerated in Article 73 e of the Charter, give special attention to educational, economic and social conditions in turn and should consider the information transmitted in respect of these questions in the light of the reports approved by the General Assembly on such conditions in Non-Self-Governing Territories."

4. The Committee consists of fourteen members: seven Administering Member States transmitting information on Non-Self-Governing Territories and an equal number of other Members elected by the Fourth Committee on behalf of the General Assembly. In 1959, the terms of office of Ceylon and Guatemala having expired, Argentina and Ceylon were elected to the Committee for three-year terms. The present membership of the Committee is as follows:

#### Members transmitting information

Australia	United Kingdom of Great Britain and Northern Ireland
Belgium	
France	
Netherlands	United States of America
New Zealand	

Members elected by the General Assembly	Date of expiration of term
Argentina	1962
Brazil	1960
Ceylon	1962
Dominican Republic	1961
Ghana	1961
India	1961
Iraq	1961

With the exception of Belgium, all members of the Committee were represented at the session.

5. The Committee held its eleventh session at the Headquarters of the United Nations in New York. In view of the fact that the Committee this year was requested by the General Assembly to examine the progress achieved in the Non-Self-Governing Territories in pursuance of Chapter XI of the Charter, the eleventh session was longer than previous ones. The Committee held twenty meetings between 23 February and 12 April 1960.

6. Representatives of the ILO, FAO, UNESCO and WHO also attended the meetings of the Committee and took part in its discussions.

### II. Officers of the Committee

7. At its opening (205th) meeting on 23 February, the Committee elected by acclamation the following officers:

*Chairman*: Mr. Alex Quaison-Sackey (Ghana);

*Vice-Chairman*: Mr. L. J. Goedhart (Netherlands);

*Rapporteur*: Mr. John George Bacon (United States of America).

### III. Agenda

8. At its 205th meeting, the Committee adopted the provisional agenda as submitted by the Secretariat. The agenda<sup>1</sup> is reproduced as annex I to this report.

### IV. Sub-Committee

9. At the 207th meeting, the Committee appointed a sub-committee composed of the representatives of Brazil, Ghana, India, the Netherlands, the United Kingdom of Great Britain and Northern Ireland and the United States of America. The sub-committee was requested: (a) to formulate for the consideration of the Committee observations and conclusions on the report on progress achieved in the Non-Self-Governing Territories<sup>2</sup>; and (b) to prepare a report on economic conditions in Non-

<sup>1</sup> A/AC.35/13/Rev.1.

<sup>2</sup> *Progress of the Non-Self-Governing Territories under the Charter* (ST/TRI/SER.A/15/Vols. 1-5, Sales No.: 6aVI.B.1/Vols. 1-5).

Self-Governing Territories. The sub-committee was given wide terms of reference and in its examination of the Progress Report it was asked to be guided by the terms of General Assembly resolution 1461 (XIV) of 12 December 1959. The sub-committee was assisted by the Rapporteur of the Committee and representatives of the specialized agencies. It elected Mr. M. Rasgotra (India) as its chairman. It held thirty-three meetings between 29 February and 6 April.

## V. Preliminary statements

10. At the 205th meeting of the Committee, the representatives of Argentina and the United Kingdom reserved the positions of their respective Governments with regard to sovereignty over the Falkland Islands (Islas Malvinas) and the Falkland Island dependencies.

11. The representatives of Ceylon, India and Iraq stated that their respective Governments regarded West Irian (Netherlands New Guinea) as an integral part of the sovereign and independent Republic of Indonesia, a Member of the United Nations, and that, in their view, the transmission of information on West Irian under Article 73 e was incorrect. Any views that they might subsequently express on the information thus transmitted would be subject to that reservation. The representative of the Netherlands reaffirmed the sovereignty of his Government over Netherlands New Guinea, in respect of which his Government had transmitted information in accordance with its obligations under the Charter. The representative of Australia stated that his Government's position was that Netherlands sovereignty over Netherlands New Guinea was beyond doubt.

12. At the same meeting, the representative of the Dominican Republic expressed the concern of his Government regarding the juridical modalities generated by the reservations and the manner in which these are apparently accepted or registered in the records of the Committee and of other United Nations organs.

## VI. Progress achieved by the Non-Self-Governing Territories in pursuance of Chapter XI of the Charter

13. In compliance with General Assembly resolutions 932 (X) of 8 November 1955 and 1053 (XI) of 20 February 1957 the Secretary-General, with the co-operation of ILO, FAO, UNESCO and WHO, had prepared for the General Assembly at its fourteenth session a report on the progress achieved in the Non-Self-Governing Territories since the establishment of the United Nations. The Progress Report<sup>3</sup> consisted of three main parts: a general survey; a second part comprising studies on economic, social and educational conditions; and a third part comprising summaries of information on fifty-four Territories on which information had been transmitted up to the end of 1958.

14. By resolution 1461 (XIV) the General Assembly requested the Committee on Information from Non-Self-Governing Territories: (1) to examine the Progress Report at its 1960 session with a view to ascertaining the progress made by the inhabitants of the Non-Self-Governing Territories in the light of the objectives set forth in Chapter XI of the Charter of the United Nations; (2) to submit its observations and conclusions on the Report to the General Assembly at its fifteenth session, in order to assist the Assembly in its

consideration of the Report; (3) to be guided by the terms of all relevant resolutions of the General Assembly, in particular, resolutions 932 (X) and 1053 (XI), as well as by the provisions of Chapter XI of the Charter. Because the Committee had in 1959 examined the summaries of information which formed the third part of the Progress Report, the Committee, in 1960, gave primary attention to the two remaining parts comprising the General Survey and the twenty-six separate studies on economic, social and educational conditions covering the period since the establishment of the United Nations in 1946. To assist the Committee in this task, the Netherlands, the United Kingdom and the United States had included specialist advisers in their delegations.

15. The Committee examined the Progress Report in three stages. First, in full committee (206th to 210th meetings inclusive), the members expressed their views concerning a number of broad trends in the political, economic, educational and social fields since the beginning of the United Nations. The Committee next established a sub-committee<sup>4</sup> with wide terms of reference in accordance with General Assembly resolution 146 (XIV) to draft a report containing observations and conclusions on the progress achieved in the Non-Self-Governing Territories. The report of the sub-committee was then approved by the Committee.<sup>5</sup>

16. During the general discussion of the Progress Report, all the members of the Committee who took part paid tribute to the Secretariat and to the specialized agencies for the quality of the Report and pointed out the difficulties and problems existing in the Territories during the period under review. The representatives of Australia, the Netherlands, New Zealand, the United Kingdom and the United States provided further information in clarification of some points contained in the documentation.

17. The representative of Australia considered that the progress made was encouraging, and that achievements during the last decade were substantial, although much remained to be done.

18. The representative of New Zealand reviewed the progress made in the Territories under the administration of his Government. In the Cook Islands, a considerable advance had been made in the field of constitutional development, and the enlarged Assembly had been given extensive control over legislation and finance. Similar measures were to be introduced in Niue.

19. Commenting on developments in the Non-Self-Governing Territories since the establishment of the United Nations, the representative of the United States considered that much remained to be done. His Government realized the need for urgency in attaining specific goals and the necessity for pressing forward in all fields of development. In the Territories under United States administration, the outstanding development was the attainment of statehood by Alaska and Hawaii.

20. The representative of the Netherlands reaffirmed the full recognition of his Government of its responsibility under the Charter and reaffirmed that its policy with respect to Netherlands New Guinea was to enable the inhabitants of that Territory to determine freely their own future as soon as possible. To help the inhabitants of that Territory to advance towards this goal, special emphasis was being given to social organization, which was essential to all other development. He in-

<sup>4</sup> See para. 9, above.

<sup>5</sup> See para. 50, below.

<sup>3</sup> *Ibid.*

formed the Committee of measures taken for the general development of that Territory since the end of the period covered by the Progress Report, and of measures to strengthen the social organization. In 1959, the first regional council with an elected majority was set up, and legislation was being prepared for the establishment of an elected Central Netherlands New Guinea Council to represent the entire population. He assured the Committee that his Government would continue, in conformity with Article 73 of the Charter, to co-operate with the specialized agencies and regional organizations, and with Australia, which administered the rest of the island, for the welfare of the inhabitants of New Guinea.

21. The representatives of Argentina, Brazil, Ghana, India and Iraq recalled that the purpose of the Report was to enable the General Assembly to review the progress that had been made in various fields in the Non-Self-Governing Territories towards the goals set forth in Chapter XI of the Charter. They all attached great importance to the task of the Committee, and the representative of Argentina considered that the work of the United Nations in relation to Non-Self-Governing Territories was now gaining in significance because the scope of United Nations responsibilities under the Trusteeship System was being gradually modified in the light of independence achieved, or about to be achieved, by some of the Trust Territories. They noted that some encouraging progress had been made towards the principal goal, which was the development of self-government. The General Survey contained in the Progress Report<sup>6</sup> showed that, of the seventy-four Territories on which information had been transmitted in 1946, by 1955 eight had achieved independence and had become Members of the United Nations and eleven others had attained various degrees of self-government. During this period, the number of those inhabiting Non-Self-Governing Territories had decreased from 215 million to 113 million. Since 1956, the advance of the Territories to self-government had accelerated: Alaska and Hawaii attained statehood in 1958-1959, and in 1960, Cyprus, Nigeria and the Belgian Congo would also become independent. Commenting on these developments, the representative of Ghana stated that his Government viewed with satisfaction the political changes taking place in the Non-Self-Governing Territories because Ghana considered its own independence meaningless unless it was linked with the independence of other Territories.

22. The non-administering Members pointed out that, despite the accelerated advance of some Territories, little progress had been achieved in many areas. Because of the present intense desire of the peoples to be free, the rate of development had not been rapid enough. They urged that greater efforts should be made in the Territories to overcome difficulties, and to enable the Non-Self-Governing Territories to attain a full measure of self-government or independence as early as possible.

23. The representatives of India and Iraq stated that although in the past the Administering Members had held that self-government should be the culmination of a long process of economic and social development, experience had shown that the Territories progressed more rapidly after they had become self-governing or independent. The representative of India also emphasized that the Committee should consider not only the progress achieved but what more should and could be done. Moreover, it was important that the progress should be assessed not only in terms of statistics and percentages,

but also by the extent to which the needs and aspirations of the people had been met. He emphasized that it could no longer be accepted that the attainment of freedom by peoples in Non-Self-Governing Territories should be made conditional on their prior attainment of certain standards in other fields. He expressed his concern that not only had progress not been rapid enough but that a number of Territories still remained in a state of reliance on metropolitan countries. In this connexion, he referred to the absence of information from the Government of Portugal on conditions prevailing in the areas under Portuguese administration. He hoped that action would soon be taken by the General Assembly to bring these Territories within the purview of the United Nations. On this point the representative of Brazil reserved the position of his delegation since he considered that this matter was not within the competence of the Committee.

24. The representative of Iraq considered that, in its examination of the information before it, the Committee should bear in mind the overriding desire of the peoples for independence and self-government. He suggested that the United Nations should aim at accelerating to the utmost the progress of the Territories towards self-government or independence, and that the General Assembly should accordingly amend the terms of reference of the Committee to enable it to encompass the new tasks which the United Nations would have to undertake in the light of changes taking place in the world.

25. The representative of the United Kingdom considered that the achievements of the Administering Members could be judged by the facts contained in the Progress Report. He agreed that the achievement of self-government was of very great importance to the peoples of the Non-Self-Governing Territories, and recalled that the Administering Members gave it a central place in the obligations they assumed under Chapter XI of the Charter. But other important factors of an economic and social nature made up the total well-being of the inhabitants which it was the sacred trust of the Administering Members to promote. All these factors were interrelated, and in some Territories it was possible that the continued presence of the Administering Members for a period was a necessary solvent for the intractable social and economic situations which remained. In its examination of the progress achieved in the promotion of the well-being of the inhabitants of the Territories, therefore, the Committee would have to weigh carefully all these factors which made up such well-being, and should not give undue emphasis to the factor of self-government.

26. The representatives of Argentina, Brazil, Ghana and India emphasized that the economic development must be directed to raising the standard of living of the inhabitants and should be assessed in the light of trends in world economy. During the period covered, the economies of Non-Self-Governing Territories had benefited from the demand for primary products and general world prosperity. These representatives noted that considerable progress had been made in increasing production and that there had also been some rise in *per caput* income and level of consumption. Despite these areas of progress, however, the economies of the Non-Self-Governing Territories were still almost completely dependent on subsistence agriculture and on the production of a few primary products, a large part of which was still exported to the metropolitan countries. In consequence, these Territories remained highly vulnerable to fluctuations in world commodity prices. These representatives urged that increased efforts should be made to diversify

<sup>6</sup> A/4192.

the economies of the Territories, with particular attention to agriculture.

27. It was further noted by the representatives of Brazil, India and Iraq that, although there had been some gains in the manufacturing and processing industries, the growth of industrialization had been slow, except in the Belgian Congo. The information showed that most Territories still relied heavily on imported consumer goods, and these representatives expressed the hope that effective measures would be taken to change this pattern of dependence.

28. The representative of India expressed the concern of his delegation over the widening gap in the standards of living between Western countries and the Non-Self-Governing Territories, and pointed out the disparity in the rise of the *per caput* income in industrialized countries, on the one hand, and in the underdeveloped nations, on the other. He stated that foreign private capital, which had been invested mainly in mineral extractive industries or in agriculture, had not been of much direct benefit to the indigenous inhabitants, and expressed the view that territorial Governments should increasingly promote economic activities in the interests of the indigenous inhabitants.

29. The Administering Members recognized that certain basic problems remained to be solved. The representative of the United Kingdom referred to some general indicators showing the economic growth which had taken place in the Non-Self-Governing Territories in the period covered. He pointed out that in many of the Territories under United Kingdom administration development had in the early years been retarded by the lack of natural resources or because the Territories were too small to support the overhead expenses of public services on a reasonable scale or to permit more than the most rudimentary kinds of division of labour. Some of these Territories would continue to offer a problem for years to come. While agreeing that in all appropriate cases the Territories should build up their own industrial production, he pointed out that this was only one part of a country's development programme, and that both agriculture and trade were also sources of wealth. Industrialization should therefore be pursued not as an end in itself, but as part of a general policy which would increase national output and raise standards of living; in the United Kingdom Territories there were many examples of the successful pursuit of this aim, in the production of manufactured goods both for domestic consumption and for export. The Government of the United Kingdom had doubled the financial assistance it made available to the Non-Self-Governing Territories; it had also considerably increased its contributions to the United Nations Special Fund and would contribute substantially to the International Development Association when it was established. Although the greater part of development in the United Kingdom Territories had been financed from the internal savings of the Territories and with the financial help provided by the metropolitan Government as a supplement, private investment had also played an important part.

30. The representative of Australia pointed out that at the end of the Second World War many Territories, more particularly those situated in the Pacific area, had been faced with a tremendous task of reconstruction. In the light of this fact and of subsequent international economic conditions, the post-war period had undoubtedly been one of steady economic progress. The vulnerability of many Non-Self-Governing Territories to fluctuations

in world commodity prices still remained one of the main obstacles to their more rapid advancement. The establishment and development of local industries was often limited by local conditions, and due account had to be taken of factors such as the availability of capital and technical personnel, the social implications of industrialization, the level of living of the population and their purchasing power, and the potentialities of local, regional and international markets.

31. The representative of the Netherlands reviewed the measures taken by his Government in Netherlands New Guinea for economic development and noted that the natural resources of the Territory were limited, the soil was of low fertility, and the economy was still based primarily on agriculture. Government efforts were directed at improving agricultural methods, diversifying agricultural food and cash crops, and increasing production. Following a period of reconstruction immediately after the war, steady progress had been made. During the period 1950-1958, the value of exports had increased, the proportion produced by the indigenous inhabitants had tripled during this period, and public expenditure had multiplied several times over. Despite these achievements, Netherlands New Guinea remained a very under-developed Territory and much investment was needed.

32. The representative of the United States shared the view that progress in the Non-Self-Governing Territories was partly due to the general strengthening of the world economy. Among other important developments, he noted the trend towards more comprehensive economic planning and the growth in size of economic development programmes. He stressed the importance of the role of private investment in economic development and considered that development programmes should include an evaluation of the potential for both domestic and foreign private investment. The United States Government held the view that, to the greatest possible extent, foreign investment should come from the private sector and from international institutions. This policy was reflected in the United States Government's development assistance programmes in various parts of the world and in the support it gave to the International Bank for Reconstruction and Development and similar institutions.

33. The representatives of Ceylon and Ghana emphasized the need for increased participation of the inhabitants of Non-Self-Governing Territories in the formulation and execution of development plans. The representative of Ceylon drew attention to the fact that no formal procedure had been established for the direct participation of representatives of Non-Self-Governing Territories in organs of the United Nations, and that progress in the Territories could gain much from such direct participation in technical bodies such as the regional economic commissions. Several representatives supported this view and urged that wider use should be made of various forms of international assistance and that Non-Self-Governing Territories should be directly associated in the work of the regional economic commissions of the Economic and Social Council, and more particularly in that of the Economic Commission for Africa.

34. The Progress Report reviewed general developments in the social field and included studies on demographic conditions, co-operatives, public health and nutrition, social security, freedom of association, mass

communications, community development, social welfare, race relations and human rights.

35. In examining this information, one of the main points again stressed by members of the Committee was that social development must be viewed as the whole process of change and advancement considered in terms of the progressive well-being of society and of the individual. The representatives of Iraq and India noted that the impact of Western civilization had profoundly affected the structure of indigenous society and expressed the hope that the Administering Members would give particular attention to the social problems resulting from this transition.

36. The representative of Ghana pointed out that the information showed that social progress had been most rapid in those Territories in which the inhabitants had assumed a large share of responsibility in the formulation of policy. He emphasized that government measures should be supported by community development programmes.

37. The representative of India made a detailed review of developments in the social fields. Because almost all of the Non-Self-Governing Territories had large rural populations, it was important to examine the role and the achievements of community development in the whole process of social advancement. He noted that the promotion of such development had been rather slow in some Territories and in no Territory had community development projects been adopted and implemented on a territorial scale. Experience had shown that where schemes were imposed by the Government from above, they often failed to rouse the interests of the people; he urged, therefore, that more efforts should be made to mobilize initiative at the village level. He noted with satisfaction the growth of the co-operative movement and commended the progress made in some Territories. He considered it important that Governments should continue to encourage the establishment of handicraft co-operatives and small industries, both of which helped to prevent the disintegration of the traditional way of life.

38. The representative of Australia considered that the diversity and the inherent nature of the social concepts of many indigenous groups constituted a serious obstacle to orderly social change. It was necessary to awaken the interest of the people so that they would not only desire progress but would also be prepared, if necessary, to accept changes in their traditional social systems. This point was also subsequently emphasized by the representative of the Netherlands in respect of Netherlands New Guinea, where mechanized farming had been introduced to raise the standard of living and to act as a social catalyst. At a later stage, it was the intention of the Netherlands Government to extend the projects to embrace such social questions as the development of leadership training.

39. The representative of India further welcomed the developments in the basic trends of social policy, of labour legislation, of social security and of housing, public health and social welfare. He pointed out, however, that statistics showed many areas in which there was a divergence between professed policy and actual practice in the extension of human rights to the indigenous people, for example, in the implementation of regulations affecting the employment of women and children. He considered it unfortunate that at the end of the period covered by the Progress Report, discriminatory practices continued to exist in some Non-Self-Governing Terri-

tories. He cited examples of discriminatory practices in the fields of public service, employment, agriculture and education. He considered it most objectionable that, in many Territories, separate educational systems continued to be provided for different races. He asked why these practices continued to exist since the Administering Members were committed to a policy of the abolition of discrimination.

40. The representatives of Argentina, Brazil, Ghana, Ceylon and Iraq also emphasized the importance of human rights in Non-Self-Governing Territories. They pointed out that under the Charter and the Declaration of Human Rights the Administering Members had the moral and legal obligation to safeguard human rights in the Territories under their administration. They expressed their satisfaction that there was no racial discrimination in the Territories under the administration of France, New Zealand and the United States and noted measures taken by other Administering Members which had led to improved conditions. They expressed their grave concern that the information before the Committee showed that progress in the realization of human rights in many areas had been slow and that discriminatory practices still existed in many Territories with plural populations, and affected such important areas as education, employment, land tenure, public services and social intercourse. They considered it most serious that in some Territories there continued to be separate school systems for European and indigenous school children, except perhaps in the case of higher education. While recognizing that Governments had met some difficulties in abolishing discriminatory practices, these representatives urged that immediate action should be taken to abolish racial discrimination wherever it occurred.

41. The representative of the United Kingdom once again affirmed that his Government rejected any idea of the inherent superiority of one race over the another, and that its policy offered a future in which all the peoples of the Territories under its administration would play a full part as citizens in the countries where they lived, and in which feelings of race would be submerged in loyalty to new nations. When the Committee took up item 6 of its agenda, he and the representative of Australia informed the Committee of further measures which had been taken to improve race relations since the end of the period covered by the Progress Report.<sup>7</sup>

42. Several non-Administering Members emphasized the primary importance of education in preparing the people for self-government and expressed their satisfaction that the educational goals of the Administering Members<sup>8</sup> corresponded closely to the broad objectives laid down by the General Assembly in resolution 743 (VIII) of 27 November 1953. The representatives of Argentina, Brazil, Ghana and Ceylon all noted the advances made since 1946. The representatives of Ceylon and India, while recognizing that at the beginning of the period there was little or no education in many of the Territories, pointed out that at the end of the period covered by the Progress Report, with the exception of the United States and New Zealand Territories, where education had been free and universal for several years, universal free and compulsory education was still beyond the reach of the majority of the peoples of the Non-Self-Governing Territories. Papua was the only Territory in which primary education was free in both government and missionary schools. Pointing out that

<sup>7</sup> See paras. 86 and 97-98.

<sup>8</sup> A/4131, para. 5.

according to UNESCO, the ratio of primary enrolment is satisfactory when it is 50 per cent of the number of children of school age or above, they observed that, with the exception of the United States Territories and the United Kingdom Caribbean Territories, few Territories had reached this standard. The slow development could no longer be attributed to the apathy of the people since the information showed that the demands for education now generally exceeded the facilities available. Secondary education in most Territories was also inadequate compared with the secondary to primary enrolment ratio for the world as a whole, and facilities for technical and vocational education fell far short of the needs of the people. The representatives of Ceylon and India stressed that, at the level of higher education, it was important to develop universities and other institutions in the Territories to bring higher training within the reach of a greater number of people. They urged that much greater efforts should be made to remove discriminatory measures in education in those Territories and at those levels where they still existed and to satisfy the peoples' need and hunger for education. They suggested that education should be undertaken as an integral part of development programmes.

43. The representative of Australia pointed out that educational policy should be so directed that it endeavoured, while achieving its technical objectives, to blend as far as possible the best features of indigenous culture with those of a modern civilization, so that when the peoples were able to manage their own affairs they would regard themselves as having common bonds which transcended traditional social differences.

44. The representative of Ghana stressed that the educational system should be planned to produce the kind of indigenous leaders needed by the Territories both before and after self-government. He and the representatives of Brazil and India all emphasized the importance of the active participation of the inhabitants in the formulation and administration of educational programmes and policies. The rapid advances made in the provision of education after Territories had become independent or self-governing showed what could be done where the peoples themselves were allowed to assume responsibility.

45. In connexion with the figures given in the UNESCO report, the representative of the United Kingdom pointed out that only in recent years had the concept of education as an investment gained ground. Within the last few years, and since the end of the period covered by the Progress Report, this change in attitude had been reflected in the rising rate of increase in primary school enrolment. He did not share the view that the provision of universal compulsory primary education should be given overriding importance: it was essential that there should be a balanced development of the educational system.

46. During the discussion of the Progress Report, the representatives of the specialized agencies affirmed that, if requested, their organizations were ready to provide assistance in their respective fields to the Territories. Several representatives suggested that wider use should be made of regional and international co-operation as well as of the assistance made available by the United Nations and the specialized agencies including that under the Expanded Programme of Technical Assistance.

47. At the 223rd meeting of the Committee, the Chairman of the sub-committee introduced its draft

report containing observations and conclusions on the Progress Report.<sup>9</sup> He explained that the text had been unanimously approved by the sub-committee as a whole as representing a consensus. There were, however, many passages which, taken separately, did not fully reflect the views of individual delegations and even some on which members might have reservations. He hoped that the Committee would accept the text as a whole with this understanding.

48. The representatives of Australia and the United Kingdom stated that while they had reservations on certain passages which were compromises between opposing views, they would support the text of the observations and conclusions as a whole. The representative of Australia said his support was without prejudice to the views previously expressed by his delegation on various aspects of the Committee's work. The representative of India stated that all the observations and conclusions did not necessarily fully reflect the views of his delegation, but these were an excellent compromise between differing approaches and he would support the draft reports prepared by the sub-committee.

49. The representative of Australia suggested an addition to paragraph 52 of document A/AC.35/L.324/Add.1 to clarify the vocational and technical training situation in Papua. This addition was accepted by the Committee.

50. At the same meeting, by a vote of 12 to none, with 1 abstention, the Committee approved as a whole the observations and conclusions on the Progress Report as contained in documents A/AC.35/L.324 and Add.1-3, as amended, for submission to the General Assembly at its fifteenth session.

51. The representative of France stated that his delegation held the view that the examination of the progress achieved in the Non-Self-Governing Territories should be based solely on the information transmitted under Article 73 e. The General Survey contained in the Progress Report and the observations and conclusions drawn up by the sub-committee included references to political conditions which were beyond the competence of the Committee, and he had therefore abstained in the vote.

## VII. Economic conditions

52. At its eleventh session, in accordance with the programme of work established by General Assembly resolution 1332 (XIII), the Committee gave special attention to economic conditions in the Non-Self-Governing Territories. In response to General Assembly resolution 745 (VIII) of 27 November 1953, the Netherlands, the United Kingdom and the United States had included economic experts in their delegations.

53. The Committee had before it special studies prepared by the Secretariat and by the specialized agencies. Because the Committee had to examine a great variety of information on economic conditions in the Non-Self-Governing Territories as part of the Progress Report, the Secretariat submitted to this session reports on the influence of terms of trade on the economy of the Territories,<sup>10</sup> money and central banking systems<sup>11</sup> and balance of payments.<sup>12</sup> In addition, the ILO prepared for the Committee a report on the productivity

<sup>9</sup> A/AC.35/L.324 and Add.1-3.

<sup>10</sup> A/AC.35/L.314.

<sup>11</sup> A/AC.35/L.315.

<sup>12</sup> A/AC.35/L.317.



of labour,<sup>13</sup> and FAO contributed a preliminary survey on the transition of subsistence to market agriculture.<sup>14</sup>

54. The Committee discussed economic conditions from its 210th to its 216th meetings, inclusive. The representatives of Argentina, Australia, Brazil, Ceylon, Ghana, India, Iraq, Netherlands, New Zealand, the United Kingdom and the United States all took part in the discussion. As already indicated in paragraph 9 above, the Committee, in accordance with its usual practice, requested the sub-committee, appointed at its 207th meeting, to draw up a special report on economic conditions covering the 1955-1958 period.

55. Several representatives pointed out the difficulty of generalizing about conditions in so many Non-Self-Governing Territories, which differed widely in size, natural resources and phase of development. The representatives of Australia, the Netherlands and New Zealand stated that many of the problems discussed in the papers before the Committee were not pertinent to the Territories under the administration of their Governments.

56. The representative of Australia said that the trade pattern in Papua was typical of other under-developed Territories with limited resources. An adverse trade balance, however, did not necessarily mean that the economic policies were unsound, since it might indicate a heavy inflow of equipment and other material needed for development. Over the period 1957-1959, there had been a steady rise in the value of exports, which reflected a real increase in the volume of production in Papua. The Territory still had a substantial trade deficit, which was covered by grants from Australia. Although Papua was economically dependent on Australia, this relationship enabled the Territory to benefit from access to a stable market close at hand, favourable tariff terms and protective duties to assist local industries. Since 1955, further steps had been taken to raise the standard of living of the people through measures to increase the efficiency of Papuan agriculture, widen the variety of subsistence production, and gradually expand the production of cropping for sale, particularly through the expansion of agricultural extension services. It was the policy of his Government to help the Papuans increase their share in the economic life of the Territory, and one indication of progress in this direction was the steady development of co-operatives and co-operative marketing. The Government also provided financial assistance to indigenous organizations and individuals to enable them to participate more widely in production, and agricultural extension programmes with special emphasis on agricultural training had been accelerated and intensified.

57. The representative of the Netherlands also observed that the deficit of the balance of trade of Netherlands New Guinea reflected the extent to which that Territory was under-developed. Imports included a wide range of products, two-thirds of which were consumer goods representing about a third of the value of imports, while exports were limited to a few raw materials such as crude oil and agricultural, forest and marine products. Since 1954, however, the production of crude oil had declined, and, with the diminished activity of the oil company, imports of industrial equipment had declined steadily since 1957. The Netherlands representative described measures taken in the last few years to increase production and stimulate the export of cash

crops. He also reviewed the currency and banking situation in Netherlands New Guinea and pointed out that the territorial budget consistently showed deficits which were covered by grants from the Netherlands.

58. The representative of New Zealand explained that many of the problems discussed in the documents before the Committee were not pertinent to the Cook, Niue and Tokelau Islands. These Territories had limited natural resources, no mineral deposits, and poor soils. Wherever possible, the New Zealand Government had introduced new crops and helped to increase production. The New Zealand representative described some of the measures taken to provide technical training in this direction and to meet the need for increased facilities for exporting crops, the lack of which was one of the main obstacles to the economic development of these Territories. His Government was encouraged that it was able to help the people to assume responsibility for their own affairs and to enjoy social and educational advantages similar to those in wealthier Territories.

59. The representative of the United Kingdom observed that the past three years did not have any special characteristics from an economic point of view. For the United Kingdom Territories as a whole, between 1953 and 1958 the gross domestic product at constant prices had risen by 5 to 6 per cent per annum; expenditure on gross fixed capital formation had increased by 27½ per cent in the same period. The rate of development in the individual Territories, however, depended on many factors and varied from Territory to Territory.

60. According to the stage of their development it was possible to place the United Kingdom Territories in three broad groups. A small number, including Jamaica, Trinidad and Hong Kong, had passed the "take off" point and had now reached a stage of sustained economic growth. A second group of Territories, including Kenya, Uganda, Nigeria and most of the other Territories in Africa, had good long-term prospects of achieving sustained growth but still lacked, among other things, capital and trained manpower. The third group consisted of Territories which had poor natural resources or were too small in size; the development of these Territories would have to face difficulties for many years to come.

61. The representatives of Argentina, Brazil, Ceylon, Ghana, India and Iraq observed that the information before the Committee showed that most of the Territories were still dependent on the production of a few primary products. As producers of raw materials, the Territories were vulnerable to fluctuations in the world prices of these commodities. These representatives considered it most serious that, despite the importance of terms of trade to their economy, none of the Territories possessed for any major commodity a share of world production sufficiently high to enable it to exercise some control on the market and to influence world prices. The representative of Ghana pointed out that steps taken by the Administering Members to reduce the effects of price fluctuations on the Territories by guaranteed price schemes and marketing programmes were incapable of affecting the terms of trade.

62. The representatives of Brazil and Argentina considered that the gradual deterioration in the terms of trade of the Territories was due to difficulties inherent in the economic structure of the Territories, in many of which production had been developed to meet the requirements of the metropolitan market.

63. The representative of India pointed out that the Non-Self-Governing Territories were dependent on the

<sup>13</sup> A/AC.35/L.316.

<sup>14</sup> A/AC.35/L.318.

more advanced countries for imports needed for their development. With the inflationary trend of prices in the industrialized countries and the fluctuation of world prices in primary products, the combined price movement represented a loss in import capacity of the Territories with a consequent reduction in their terms of trade. This view was shared by the representative of Iraq.

64. The representatives of Ceylon, Ghana and India stressed the need to increase domestic production and to lessen the adverse terms of trade. They pointed out that one way to lessen the vulnerability of the Non-Self-Governing Territories to fluctuations in world prices was through international agreements for stabilizing prices of primary products. They urged the Administering Members to co-operate more widely in negotiating such agreements. They also stressed the need for greater government initiative to promote diversification of agricultural production, increase market facilities and build more roads, storage facilities and processing plants. The representative of Ghana believed that these activities could be more fruitful if they were connected with community development programmes.

65. Referring to the discussion on commodity prices, the representative of the United Kingdom said that his Government was aware of the problems that could be caused by fluctuations in commodity prices and was prepared to participate in the examination of such problems on a commodity-by-commodity basis. At present the United Kingdom was co-operating in the study of commodity problems in GATT and in the United Nations Commission on International Commodity Trade and also participated in the Commonwealth Sugar Agreement and in most of the international commodity agreements. In addition, use was made of internal price stabilization funds. He observed that an adverse trade balance on current account was not always a sign of an unbalanced economy because it was often the result of intensified, long-term investments and was a necessary feature of a developing economy.

66. The representative of the United States emphasized that economic development was a complex process which involved many factors, including the need for education and technical skills. He also pointed out that the Territories, while sensitive to fluctuations in world prices, had also sometimes benefited from these changes. He emphasized the importance of price mechanism in guiding a location of resources in the direction of optimum economic benefits. The United States, a large producer itself, was interested in inter-governmental co-operation in this area and participated in the work of the international bodies on trade and commodities: it was currently a member of the Sugar and Wheat Councils, which administered agreements, a member of all the existing commodity study groups and, since 1959, a member of the United Nations Commission on International Trade. He considered that the transition from subsistence to market agriculture in the Territories was an important aspect of economic development, because a highly productive agriculture was frequently a basic consideration in the development of other sectors of the economy.

67. The representatives of Brazil, Ceylon and India expressed concern that the currency boards system in the United Kingdom Territories was inadequate as a means of financing budgets and furthering economic development. Although the Territories had received financial aid from the United Kingdom they had also assisted the metropolitan country. These representatives emphasized

the need for the establishment of central banks, especially in the more advanced Territories, to provide means of mobilizing local money resources for development and for applying a monetary policy.

68. The representative of the United States felt that the value of currency boards as against central banks as instruments in raising funds had to be determined in each case in the light of the situation of the Territory.

69. The representative of the United Kingdom pointed out that the linking of the Territories under its administration in the sterling system had been to the advantage of the Territories in that they benefited by world confidence in that currency. He explained that since 1954 territorial Governments were no longer required to have 100 per cent external cover for local currency so that each Territory could invest a proportion of its currency fund backing in local securities. While the United Kingdom provided financial assistance to the Territories, it left them free to trade wherever they wished. The information before the Committee confirmed that there was a general decrease of the Territories' economic dependence on the United Kingdom.

70. He considered that the transition from subsistence to market agriculture was one of the most important problems in under-developed areas. In the United Kingdom Territories in East and West Africa, although not enough was known of the subsistence sectors, the proportion of national output represented by subsistence production had fallen during the post-war period as a result of the expansion of the cash sector. He felt that the best way of raising the productivity of peasant agriculture was through a concerted attack on all institutional obstacles such as unsuitable systems of land tenure and the lack of credit, communications and education. This had been done, for instance, under the Swynnerton Plan in Kenya and had produced encouraging results.

71. The representative of the ILO, introducing the report prepared by his organization on productivity in the Non-Self-Governing Territories, pointed out that because of the great diversity of conditions in the Territories and the lack of statistics, the ILO had in the present report only enumerated conditions which would facilitate productivity. He informed the Committee that the ILO was prepared to provide technical assistance on request to the Non-Self-Governing Territories in the field of productivity, but as yet had not had much opportunity to do so.

72. The representative of the Netherlands said that studies made in Netherlands New Guinea showed that labour productivity varied widely from one society to another and was affected by traditional cultures. He informed the Committee of measures taken by his Government to raise productivity in that Territory through on-the-job and technical training, better education and improved social relations; a vocational training foundation had been established in this Territory in 1956.

73. The representative of India considered that the brevity of the ILO's report made it impossible to cover the subject thoroughly. The report discussed productivity mainly on the basis of industrial production and did not take into account the fact that the vast majority of inhabitants in the Non-Self-Governing Territories was engaged in subsistence agriculture, in which it was also essential to raise productivity. He pointed out that one of the obstacles to higher productivity was the lack of incentives, both in terms of financial returns and in



terms of consumer goods available. Other important measures to raise productivity were increased workers' education, on-the-job training and the establishment of productivity centres. He felt that increased productivity had a direct bearing on the problem of the transition from a subsistence to a market economy. Not only was it necessary that the farmers produce a surplus above their own needs, but it was important to establish markets where they could sell their surpluses and purchase needed goods; otherwise, there would be no incentive to change from subsistence agriculture. He noted that FAO, in co-operation with the Economic Commission for Africa, was undertaking an investigation of this problem, and he expressed the hope that the results of this study would be made available to the Committee at its next session.

74. The representatives of Australia, the Netherlands and New Zealand informed the Committee of progress made in increasing the participation of indigenous inhabitants in such areas of economic activity as agricultural production and distribution, the growth of co-operative societies and the planning and execution of economic development.

75. Statements on the association of the Non-Self-Governing Territories in the European Economic Community were made by the representatives of Brazil, Ceylon, Ghana, India, the Netherlands and the United Kingdom at the 212th to 216th meetings, inclusive.

76. The representative of Brazil expressed the opinion that, because the Rome Treaty<sup>15</sup> would affect large stretches of Africa, the United Nations should study the long-term effects of its provisions on the associated and non-associated Territories. The European Economic Community had now been in operation over a year, and in 1960 further measures would come into effect in the form of tariff reductions and other financial provisions. He expressed the hope—which was also expressed by the representative of Ceylon—that the Administering Members would transmit to the Secretary-General the relevant information for inclusion in the report on this subject requested by the General Assembly. He suggested that, in taking into account studies made in other organs of the United Nations, the Secretary-General should include the pertinent studies made by the *ad hoc* committee set up by the Economic Commission for Africa under its resolution 7 (II) on the European Economic Community.

77. The representative of Australia said that it was not possible satisfactorily to consider all the effects of the European Economic Community on Non-Self-Governing Territories without looking at the EEC provisions as a whole and at the over-all policies of countries concerned with EEC arrangements. He therefore considered that any substantial consideration of this matter could best be pursued elsewhere than in the Committee.

78. The representative of India did not agree that the Committee could not usefully discuss the effects of the European Economic Community on the Non-Self-Governing Territories; such a consideration was of importance to their economic development. He referred the Committee to General Assembly resolution 1470 (XIV) of 12 December 1959 by which, *inter alia*, the Committee was explicitly requested to devote in 1960 special attention to the effects of this association. He pointed out that the result of the Rome Treaty would

be to direct the bulk of the trade of the associated Territories to the Community, a trend which would not be in conformity with the provisions of Article 74 of the Charter. Moreover, there was a danger that the effect of the European Economic Community would constitute a new form of collective exploitation, and it was, therefore, important for the Committee to have more information from the Administering Members concerned.

79. The representative of Ghana stated that it was important that the Committee should consider the effects of the European Economic Community on the associated and non-associated Territories. The preferential treatment set up under the EEC provisions would lead to a diversion of trade to the disadvantages of other countries and non-associated Territories, many of which derived a large part of their earnings from exports of raw materials also exported by the associated Territories to the EEC countries. On the other hand, in the long run, there was a danger of the integration of the associated Territories in the economic system of the European Economic Community which would retard their industrialization and prevent the diversification of their economies.

80. The representative of the United Kingdom expressed general agreement with the views of the representative of Ghana. His Government attached importance to the effect which the European Economic Community would have on the non-associated Territories and countries. It was his Government's view, however, that the best forum for discussion of this matter was GATT.

81. The representative of the Netherlands stated that one of the purposes of the European Economic Community was to promote the economic and social development of the associated Territories. It was, however, too soon to reach any conclusions regarding the effect on the non-associated Territories. He assured the Committee that there was no question of any "collective exploitation" in so far as the Netherlands New Guinea was concerned and this was supported by the information he had already given the Committee to the effect that the resources of that Territory covered only a small part of its general expenditure.

82. At the 223rd meeting, the Chairman of the Subcommittee introduced the special report on economic conditions.<sup>16</sup> The representative of India introduced a draft resolution jointly sponsored with Ghana, the Netherlands and the United States of America, under which the General Assembly would: (1) take note of the special report on economic conditions; (2) invite the Secretary-General to communicate this report to Members of the United Nations responsible for the administration of Non-Self-Governing Territories, to the Economic and Social Council, to the regional economic commissions, to the Trusteeship Council and to the specialized agencies concerned for their consideration; and (3) express its confidence that the Members responsible for the administration of Non-Self-Governing Territories would bring the report to the attention of the authorities responsible for economic development in those Territories.

83. At the same meeting, the Committee adopted the draft resolution by 12 votes to none, with 1 abstention, and submits it to the General Assembly at its fifteenth session for approval. The text of the draft resolution is annexed to this report as annex II.

<sup>15</sup> Treaty Establishing the European Economic Community, signed at Rome on 25 March 1957.

<sup>16</sup> A/AC.35/L.325.

### VIII. Social and educational conditions in Non-Self-Governing Territories

84. In accordance with its regular programme of work, the Committee, at its 217th to 219th meetings, inclusive, discussed social and educational conditions in Non-Self-Governing Territories on the basis of the summaries of information for 1958 and in the light of the special reports approved by the General Assembly in 1958 and 1959. Statements were made by the representatives of Argentina, Australia, Brazil, Ceylon, Ghana, India and the United Kingdom.

85. The Committee also had before it a report on the eradication of illiteracy prepared by UNESCO.<sup>17</sup> Introducing this report, the representative of UNESCO pointed out that his organization held the view that only a massive and concentrated attack on illiteracy, making use of all teaching methods, would be likely to succeed. Moreover, an attack on illiteracy was not a matter for educators only, but required the co-operation of social workers, economists and trade-union leaders, as well as legislators, local councils, civic leaders and voluntary organizations. He informed the Committee of the recommendations made by UNESCO on the basis of its survey of educational needs in twenty-two countries and territories in tropical Africa. Among other points, UNESCO had stressed the need for a major effort to expand education, particularly at the primary stage, since education was one of the most potent instruments for economic and social progress. It had also called for increased facilities for the training of teachers and for the development of general and technical secondary education. The representative of UNESCO also informed the Committee that, among other tasks, UNESCO had been asked by the Conference of African Ministers and Directors of Education, held at Addis Ababa in February 1960, to assist in the early establishment on a regional basis of centres for the training of teachers and to provide assistance in the form of staff equipment and fellowships. He assured the Committee of the continuing co-operation of UNESCO and of further development of UNESCO's programme of action for tropical Africa.

86. The representative of Australia informed the Committee of recent progress made in education in Papua, where a thorough review of educational development had been undertaken. In 1959, the Department of Education had been reorganized into four functional divisions instead of two divisions for Papuans and non-Papuans. A new educational development plan had been approved, with the attainment of universal literacy in English as one of the main objectives. A school inspection system had been established and teacher-training programmes were being expanded. In keeping with its policy of encouraging the participation of the Papuans in the formulation and carrying out of educational plans, educational committees had been appointed in some areas and would be set up in other districts. He also described the advances made in increased school enrolment, the education of women and girls and adult education.

87. The representative of Brazil endorsed the view contained in the UNESCO report that education must be undertaken as an essential investment in the process of development. Referring to the information transmitted, he and the representative of Argentina commended the progress made in the field of education and pointed out situations where educational facilities remained inadequate. As the General Assembly had

adopted four resolutions on education at its fourteenth session and had recommended that the Administering Members take all necessary steps to develop primary education in the Territories, the representative of Brazil expressed the hope that when the Committee next gave its special attention to education, it would have the satisfaction of seeing more concrete progress.

88. The representative of Iraq emphasized the importance of education in preparing the peoples of the Non-Self-Governing Territories for independence, and urged the Administering Members, in co-operation with UNESCO, to increase the number of primary schools and to abolish illiteracy. She also emphasized the importance of education for women and girls, especially with a view to preparing them to adapt family life to the social changes resulting from the impact of modern ideas and industrialization.

89. The representative of India noted that in the information transmitted on two Territories there were statistics for African education only, which suggested that different authorities were responsible for the education of different communities. He expressed the view that all inhabitants in a Territory should be the concern of the same authority, and that it was the responsibility of the Administering Members to transmit information on European and African education so that the Committee could ascertain the ratio of expenditure for each of the population groups in the Territories.

90. The information also showed that some progress had been made in primary education, but in many areas it had been slow and uneven. The representative of India pointed out that progress over a short period of time had been most rapid in Singapore, where the people exercised greater responsibility for the management of their own affairs. This confirmed the importance of the participation of the inhabitants.

91. The representative of Ghana asked the Administering Members whether, in response to resolution 1462 (XIV), the 1959 special report on education had been transmitted by them to the authorities responsible for education in the Territories. The representatives of the United Kingdom, the Netherlands and Australia confirmed that the report had been transmitted to the competent authorities. The representative of the Netherlands stated that the report had been given the widest possible circulation.

92. The representatives of Ceylon and India commented on the slow development in the social field. The representative of India stated that this was evident from the summaries of information on many Territories which reported no significant change in respect of all or some of the following: general social conditions, human rights, status of women, standard of living, town and rural planning and housing, social facilities and welfare, cultural institutions and mass communications. He also commented on the unsatisfactory conditions concerning the labour situation and social security legislation in the Territories which he related to the slow development of the trade-union movement.

93. The representative of Ceylon considered that most of the social problems in the Non-Self-Governing Territories derived from unplanned urbanization resulting from the impact of industrialization on indigenous social patterns. He stressed that greater emphasis was needed on a co-ordinated effort in the economic, social, political and cultural fields.

94. The representative of Brazil commented on developments in the field of public health. He noted that in

<sup>17</sup> A/AC.35/L.319.

the majority of Territories, public health expenditure had increased somewhat, but, with the exception of a few Territories, there had been no significant addition to the hospital facilities provided. The information also showed that the ratio of doctors to population was low in all Territories. He emphasized that improvement in health conditions was essential for economic and social development and expressed the view that the Administering Members should take immediate steps to remedy the situation.

95. The representatives of Argentina, Brazil, Ceylon, Ghana, India, and Iraq expressed their concern over the continuing existence of racial discrimination in the social field and in education. They recognized that much had already been done in recent years, for example, in the West Indies and in American Samoa. They considered the conflict of interests of different racial groups one of the major problems. Practices of a discriminatory nature were now anachronistic, and vigorous action was required for their abolition. This action was the more urgent because of the rapid pace of political evolution in the Territories, particularly in Africa, and harmonious relations between peoples were essential for world stability. These representatives recalled the view expressed in the Committee in its 1958 report to the effect that the development of a common education system played a major role in the development of a common loyalty and the establishment of improved race relations. The representative of Ghana suggested a number of positive measures for the improvement of race relations. Among other measures, he suggested that the Administering Members adopt a policy of fostering closer cultural and educational exchanges between Territories with plural populations and some of the independent African States, enlist the assistance of UNESCO, and make wider use of mass media and visual aids to supplement the work of interracial committees.

96. The representative of Australia expressed the opinion that there were limits to the extent to which administrative action and regulations could provide effective solutions to the problems of race relations. He pointed out that racial discrimination was not necessarily confined to Non-Self-Governing Territories and that the termination of a country's dependent status would not always bring such discrimination to an end. In his view, these problems would only disappear through efforts covering all aspects of social relations, the education of opinion and the development of human conscience.

97. The representative of the United Kingdom referred to the dedication of his Government to the advancement of all communities in the United Kingdom Territories regardless of race, colour or creed. He pointed out that there were in some Territories practical difficulties in the way of the immediate abolition of discriminatory practices; racial discrimination was in many cases not so much a problem of relations between the people and the State as one of relations between individuals, and legislative action alone could not therefore provide the solution. Yet, in the last two years, progress had been made in legislative acts, and other steps had also been taken. He informed the Committee of the steps recently taken to open the civil services of the Territories to all races, a step to which his Government had given priority for many years, and one which required positive action in the field of training and education if it were to be fully effective in practice as well as in theory.

98. The United Kingdom representative gave some examples of the progress made. The Kenya Order in

Council of 1958 had established a Council of State responsible for examining any law which might be discriminatory in character, and for advising the Government on questions of race relations; the Government of Kenya had, moreover, declared that the aim of its land policy was to secure the progressive disappearance of racial land barriers. In Northern Rhodesia, a Central Race Relations Advisory and Conciliation Committee, with district committees covering the whole Territory, had been set up to improve relations between peoples of different races, to reconcile the parties in the event of racial disputes, and to propose appropriate measures in the matter of race relations to the Government. In Nyasaland and Northern Rhodesia, the system under which Africans were required to have passes for movement at night had been abolished. In Swaziland, prospecting permits had been available to all the inhabitants, without distinction as to race, since 1958.

99. The representative of India, while commending the interracial committees which had been established in some Territories in Africa, considered that the improvement of race relations could not be left to the initiative of private individuals because such methods had yielded no results. What was required were vigorous government measures. The main difficulty arose from the exercise of power exclusively or predominantly by a minority group; therefore, racial discrimination was basically a political question. He expressed the view that one of the positive measures to abolish racial discrimination was the unconditional grant of the right to vote to all on the basis of universal adult suffrage.

100. The representative of Ceylon also expressed the hope that the Administering Members would promote legislation towards abolishing discrimination in employment, land ownership and education, and authorize proceedings against persons guilty of breaking the law. He suggested that the best way to do away with racial discrimination was to make discriminatory practices a criminal offence.

#### **IX. General questions relating to the summaries and analyses of information transmitted under Article 73 e of the Charter**

101. The Committee considered this item at its 220th and 221st meetings.

102. Under the terms of General Assembly resolution 218 (III) of 3 November 1948, the Secretary-General had prepared, for the Committee, summaries of information transmitted by the Administering Members for the years 1958 and 1958/1959.<sup>18</sup> Some of these had not been distributed because of the lateness of the receipt of the information from Administering Members. The Committee also had before it a report prepared by the Secretariat on the dates of receipt of the information transmitted under Article 73 e.<sup>19</sup>

103. The representatives of Ceylon and India commented on the delays in the transmission of information by the Administering Members. They recalled that, under General Assembly resolution 218 (III), the Administering Members were requested to transmit to the Secretary-General the most recent information at their disposal "as early as possible and at the latest within a maximum period of six months following the expiration of the administrative year in the Non-Self-Governing Territories concerned". They and the representative of

<sup>18</sup> ST/TRI/B.1959/1-9.

<sup>19</sup> A/AC.35/L.320.

Ghana pointed out the delay in the receipt of information on the Belgian Congo,<sup>20</sup> the New Hebrides, and several Territories under United Kingdom Administration. The representative of Ghana considered that the progress which the Territories in the French Community had so far made, though commendable, did not constitute a state of affairs that exempted the Government of France from the obligation to transmit information and that France should continue to transmit information on all the Territories under its administration until they were fully self-governing.

104. At the 205th meeting of the Committee, the representative of India pointed out that information on certain Territories was missing and asked for an explanation on the situation in respect of the Christmas Islands. The representative of Australia informed the Committee that this matter was under consideration by his Government.

105. The representative of India also pointed out that although the United Kingdom Government had agreed that the present constitutional status of Malta rendered this Territory subject to obligations under Chapter XI of the Charter, no information had as yet been received. In his view, the cessation and subsequent resumption of the transmission of information on Malta raised the question whether autonomy based on a constitution which could be unilaterally revoked by the former Administering Member could be considered "full self-government" as set forth in the Charter.

106. The representative of France recalled that at the fourteenth session of the General Assembly his delegation had stated that the question of cessation of transmission of information by France was closed. As regards the information on the New Hebrides, he expressed his regret at the delay and informed the Committee that the information was expected to reach the Secretary-General within a matter of days.<sup>21</sup> The representative of the United Kingdom assured the Committee that his Government would do its utmost to speed up the transmission of information on the Territories under its administration and stated that the United Kingdom proposed to transmit information on Malta for the period beginning 1 May 1959.

107. The representatives of Ceylon, Ghana and India noted that Portugal continued to refuse to comply with the provisions of Article 73 e of the Charter. They expressed the hope that the process of liberation going on in Africa would induce the Portuguese Government to change its attitude soon. The representatives of Ceylon and Ghana also expressed the hope that Spain would fulfil its undertaking made before the General Assembly to transmit information under Article 73 e on the Spanish territories.

108. The representative of Brazil pointed out that, by resolution 1467 (XIV) of 12 December 1959, the General Assembly had decided that it would be desirable to enumerate the principles which should guide Members in determining whether or not an obligation exists to transmit information called for in Article 73 e and had set up an *ad hoc* committee to assist it in this study. He therefore considered that it was inappropriate for the Committee on Information to discuss the question of the transmission of information on the Portuguese Terri-

tories. The representative of the United Kingdom also stated that he did not consider that the affairs of Portugal and Spain, or any other matter not within its scope, should be considered by the Committee. The representatives of Ceylon, Ghana and India maintained that the appointment by the General Assembly of a special committee should not prevent the Committee on Information from being concerned with the problems of transmission of information concerning Territories administered by Portugal and Spain.

109. In addition to commenting on the questions arising from delays in the transmission of information and from the absence of information, several representatives also commented on the general content of the information. The representatives of Ceylon and India considered that the Committee needed more comprehensive information to enable it to study various questions and to formulate more precise conclusions and recommendations. The representative of India commended the Governments of the Netherlands, New Zealand and the United States for the voluntary transmission of political information. He recalled that General Assembly resolution 1468 (XIV) of 12 December 1959 had again invited Members to transmit voluntarily political information concerning the Territories under their administration; he expressed the hope that those Administering Members who had not provided such information would accept the latest invitation of the General Assembly to do so.

110. The representative of Ceylon recalled the terms of General Assembly resolution 1466 (XIV) of 12 December 1959 on the participation of indigenous inhabitants in the work of the Committee and expressed the hope that the Administering Members would increasingly include such persons in their delegations.

#### **X. International collaboration in respect of economic, social and educational conditions in Non-Self-Governing Territories**

111. The Committee discussed this item at its 221st and 222nd meetings. Statements were made by the representatives of the ILO, FAO, UNESCO, WHO and by the representatives of Australia, Brazil, India, the Netherlands, the United Kingdom and the United States.

112. In accordance with General Assembly resolution 220 (III) of 3 November 1948, the Secretariat submitted a report containing information on decisions taken by the Economic and Social Council and on studies made under the auspices of that body which were of particular interest to Non-Self-Governing Territories, covering the period March 1959 to February 1960.<sup>22</sup> In addition, the Committee had before it a report on the activities of WHO in Non-Self-Governing Territories<sup>23</sup> and an account of international collaboration for the economic, social and educational advancement of the Territories since the establishment of the United Nations, contained in the General Survey<sup>24</sup> forming part of the Progress Report.

113. The representative of the ILO, in response to the wish of the Committee at its tenth session, reported in some detail on the conclusions adopted by the African Advisory Committee of the ILO at its first session held in November-December 1959, more particularly as regards joint consultation between employers and workers

<sup>20</sup> Transmitted to the Secretary-General by letter dated 4 March 1960.

<sup>21</sup> Transmitted to the Secretary-General by letter dated 25 March 1960.

<sup>22</sup> A/AC.35/L.323.

<sup>23</sup> A/AC.35/L.322.

<sup>24</sup> A/4192.

and vocational and technical training. The Advisory Committee had emphasized, *inter alia*, that employers and workers must have the right, without distinction and without previous authorization, to establish or join organizations of their own choosing in accordance with the provisions of the ILO Conventions concerning freedom of association and protection of the right to organize and bargain collectively adopted in 1948 and 1949. It had reached a substantial measure of agreement on the general principles which should guide the further development of vocational and technical education in Africa at the present time, particularly the need for a solid basis of general education comprising: proficiency in the language used in training and employment; mathematics, science and other subjects of importance to life in a modern technical society; and initial training in manual skills. The Advisory Committee also stressed the importance of training in agricultural techniques and rural handicrafts, and of improving the output of experienced and qualified supervisors through "training within industry" schemes and other methods. In all these efforts, it would be desirable to associate employers' and workers' representatives with the relevant consultative bodies. Vocational and technical training and relations between employers and workers would be discussed in greater detail at the first African Regional Conference of the ILO which would be convened in December 1960 and include countries from all parts of the continent; in addition, the general discussion on the Director-General's report would pay particular attention to programmes of workers' education. The ILO representative also informed the Committee that an International Institute for Labour Studies had recently been established by the ILO in order to promote better understanding of labour problems and ways of solving them: this development would be of particular significance to under-developed countries, including the Non-Self-Governing Territories. Although there was no constitutional provision for associate membership in the ILO, tripartite delegations from Non-Self-Governing Territories had participated to an increasing extent as observers at sessions of the International Labour Conference, as well as in the regional conferences and meetings of industrial committees and similar bodies on the invitation of the Governing Body of the ILO.

114. The representative of FAO informed the Committee of some of the activities of his organization which had an important bearing on the problems of the Non-Self-Governing Territories in Africa. FAO had, for instance, assembled documentation on the world's land resources, on soil and land use in tropical regions, and on shifting cultivation. It had also assembled documentation on world forest resources. As examples of the work of FAO relating to the control of animal and plant diseases, he mentioned the work of the Inter-African Bureau of Epizootic Diseases, work under the International Plant Protection Convention, the opening in 1958 of a FAO office at Addis Ababa to co-ordinate desert locust control activities in East Africa, and the organization of livestock disease control campaigns in Africa. He also described some of the work of FAO in the field of nutrition, the organization of training centres to study and demonstrate improved techniques for agricultural services, and the technical assistance rendered by FAO to individual Territories in Africa, Asia and the Caribbean regions; as well as to the regional commissions. Because of the growing importance of Africa, in 1959, FAO had established a regional office for Africa at Accra, and two sub-regional offices, one of which

would be at Rabbat; the site of the second had not yet been determined. FAO was also co-operating closely with the Economic Commission for Africa and had established a joint agriculture division at the Commission's headquarters.

115. The representative of UNESCO supplemented his previous statement<sup>25</sup> with information on some of the more recent activities of his organization of particular interest to the Non-Self-Governing Territories. In 1959, UNESCO had conducted an inquiry into educational opportunities for women in tropical Africa and had made a survey of the social and economic factors favouring or hindering the education of women. As had been done in the case of the survey of the educational needs of tropical Africa, the results of this inquiry would be placed before a meeting of experts to be held in May 1960 to which a number of Non-Self-Governing Territories would be invited. Other meetings held in 1959 included an international meeting of experts organized jointly by Belgium and UNESCO to draw up general principles of technical and vocational education applicable to Africa, and a seminar held in Khartoum in November 1959 to study methods of making available the educational statistics and other data necessary for improved planning of educational expansion in Africa. He assured the Committee that, as the Administering Members increased their requests for assistance and more Territories became associate members, UNESCO would increase its activities in the Non-Self-Governing Territories.

116. The representative of WHO introduced the report submitted by his organization. Because experience had shown that the regional and inter-regional programmes in the Non-Self-Governing Territories had proved effective and economical, such projects had been increased during 1959. Much of the work of WHO in the Non-Self-Governing Territories related to campaigns against communicable disease and to the promotion of, and assistance in, the training of health personnel, the strengthening of public health services, and the organization and co-ordination of surveys. He gave the Committee a brief account of some of the work of WHO on malaria, leprosy, bilharziasis and smallpox in Africa, and the assistance it provided in the training of personnel.

117. The representative of Australia, the United Kingdom and the United States informed the Committee of the participation of their Governments in international, interregional, regional and bilateral programmes of co-operation. The representative of Australia considered that international co-operation could not be estimated solely on the basis of the number of projects. The value of such co-operation often could not be expressed in any precise way. International collaboration in respect of the Non-Self-Governing Territories should be regarded primarily as a supplement to the efforts of the Administering Members, and the progress should not be judged only by what remained to be done. He expressed the appreciation of his Government to the specialized agencies and, more particularly, to WHO. He also reviewed briefly the part played by Australia in the South Pacific Commission and in the Colombo Plan in providing assistance to other Territories in the region, and described the co-operation between Australia and the Netherlands in New Guinea.

118. The representative of the United Kingdom gave the Committee an account of the participation of

<sup>25</sup> See para. 85, above.

the Non-Self-Governing Territories under its administration as associate members in the work of FAO, ITU, IMCO, UNESCO, WHO and the regional economic commissions of the United Nations, and, on the invitation of the Governing Body, in the work of the ILO as observers. He informed the Committee that the United Kingdom had sponsored the application of the West Indies and British Guiana for associate membership in the Economic Commission for Latin America at its forthcoming session. He also expressed the appreciation of his Government to the specialized agencies, the United States, Canada and the regional commissions in Africa, the Caribbean and the South Pacific for their assistance to Territories under United Kingdom administration. The United Kingdom Territories, he said, benefited from many of the projects undertaken by the specialized agencies supplementary to measures undertaken by regional bodies and by the United Kingdom. These formed part of a general plan of development and confirmed the view of his Government that the Non-Self-Governing Territories had every right to apply for international technical assistance on equal terms with independent States. He informed the Committee that in 1959 the United Kingdom Government had increased its contribution to the Expanded Programme of Technical Assistance and to the Special Fund, which had approved three projects submitted for Territories under United Kingdom administration: the establishment of a faculty of engineering at the University College of the West Indies; a survey of a dam site on the River Niger in Nigeria; and a survey of the silting of the Demerara River in British Guiana.

119. The representative of the Netherlands assured the Committee that his Government welcomed and continued to promote international collaboration as a means of advancing the development of Netherlands New Guinea. He acknowledged with appreciation the assistance which that Territory had received from the specialized agencies, and referred to international co-operation in the South Pacific Commission. He also gave the Committee a brief account of the co-operation of his Government with the Government of Australia.

120. The representative of the United States referred to the participation of his Government in many co-operative economic programmes as well as to the United States bilateral programmes. As examples of some of the more recent action taken by his Government, he cited the support given and the contributions made by the United States to the Special Fund to the International Development Fund, and to the expansion of the resources of the International Bank for Reconstruction and Development and the International Monetary Fund. He also told the Committee of the study and training facilities offered by his Government to the inhabitants of the Non-Self-Governing Territories through the International Educational Exchange Service (IEES) and the International Cooperation Administration (ICA). Under the IEES, grants were given mostly to students at the graduate level, teachers, university lecturers, research scholars, recognized leaders in various spheres, and professional men and women. Under the ICA programme, a considerable number of annual grants were made to students from the Non-Self-Governing Territories. In addition to the government programmes, during the school year 1958-1959, approximately 1,200 students from the Territories had been enrolled in private institutions in the United States, many of them with financial assistance from the institutions themselves, from privately endowed funds or

from religious and other organizations. It was the hope of the United States Government that the assistance provided would play an important part in facilitating the advancement of the peoples of the Non-Self-Governing Territories towards management of their own affairs.

121. The representative of Brazil commented on the report submitted by the Secretariat<sup>26</sup> and stated that the decisions and studies made by the Economic and Social Council should be taken into account by the Administering Members in the interest of the peoples of the Non-Self-Governing Territories. He expressed his delegation's satisfaction that the Economic Commission for Africa was to undertake a study on the impact of the European Economic Community on African trade in general. He paid tribute to the work of the specialized agencies and took note of the statements made by the Administering Members on the importance they attached to co-operation with these organizations. He hoped that this co-operation would be increased in the future.

122. The representative of India expressed his satisfaction that the Committee had been given an account of various forms of collaboration both with the United Nations and specialized agencies, and between Member States, such as the Colombo Plan. He hoped that the Committee would be kept informed of all forms of collaboration for the advancement of the Non-Self-Governing Territories. In this connexion, he suggested that it should make use also of information provided by many of the non-governmental organizations whose work related to Non-Self-Governing Territories.

123. He acknowledged the value of the work done by the specialized agencies and pointed out that the needs of the Territories were constantly growing and that there was much more to be done through co-operative efforts. As examples of such problems, he mentioned the elimination of the tsetse fly in tropical Africa, the dissemination of information on the United Nations, and questions of international commodity price agreements, and suggested that in areas where community development existed, all the specialized agencies could co-operate in promoting such programmes. He observed that his Government considered the provision of fellowships and scholarships to inhabitants of the Non-Self-Governing Territories an important form of international collaboration, and had made available a number of scholarships with emphasis on technical training. He expressed the hope that the more prosperous nations would increase their help in this field.

124. The representative of Iraq also paid tribute to the work of the specialized agencies and welcomed the action of the United Kingdom in associating its Territories in the work of the specialized agencies and regional commissions. She also referred to the importance of the work being performed in the Non-Self-Governing Territories by non-governmental organizations. She agreed that the progress achieved should not be judged by what remained to be done, but she expressed the view that experience had shown that events did not wait on the rate of development, and that the speed with which different Territories were achieving independence was the underlying reason for the oft-repeated demand for more to be done. The refusal of new countries to continue to use the services of experts and administrators from the former Administering Member could be explained partly by the fact that under their administration development had been too slow.

<sup>26</sup> A/AC.35/L.323.



## XI. Future work of the Committee

125. The Committee discussed this question at its 222nd meeting on the basis of a working paper prepared by the Secretariat.<sup>27</sup> In accordance with General Assembly resolutions 333 (IV) of 2 December 1949 and 1332 (XIII) of 12 December 1958, the Committee, at its twelfth session, will give special attention to social conditions, and the Secretariat paper proposed a number of topics on which reports would be submitted to the Committee for discussion.

126. The representative of India observed that the Secretariat paper, which followed the pattern of the Committee's work in previous years, contained useful suggestions; however, he expressed some doubt as to the usefulness of continuing the practice of previous years whereby the Committee discussed one aspect of social development and drew up general conclusions which were inapplicable to any particular Territory. The Committee had already laid down the principles and objectives of social development and should now endeavour to ascertain the extent to which progress had been made in their implementation. He suggested that the Committee, instead of studying aspects of social development in all Non-Self-Governing Territories, should concentrate its attention on conditions in a group of Territories in a given region or in a number of selected Territories in different regions. He pointed out that groups of Territories were situated in geographical regions and these Territories were linked together in a community of interests and problems. Under its existing terms of reference, the Committee was not debarred from formulating recommendations on groups of Territories.

127. Commenting on the topics proposed in the working paper, he questioned whether there were new developments for a study on juvenile delinquency. He suggested that, instead of a study on the theories of race relations, the Secretariat should prepare for the Committee a factual paper covering existing discriminatory legislation, the policies laid down and practices applied in the Non-Self-Governing Territories. In the field of labour, he considered that labour-management relations did not have much relevance in the context of the Non-Self-Governing Territories, and suggested that the Committee should study the growth and development of trade unions in a few properly selected Territories and other related subjects, including actual developments in, and provisions for, social security in all its aspects, the relevant legislation, and the relationship of wages to the cost of living. He also suggested that the Secretariat should prepare: (1) a study based on exhaustive information on a limited number of community development projects in different regions; and (2) a comprehensive report on health conditions. He invited the cooperation of WHO in the preparation of the latter report, which he emphasized should not again review the problems on which the Committee had already expressed its views in previous years, but should instead show the new measures taken and the results achieved. The studies undertaken should be marked by a practical and factual approach showing actual developments, and should not engage any further in stating principles and objectives in general terms; at the present stage of the Committee's work what was needed were studies in depth and not broad general studies. A comparative and intensive study of selected aspects of social conditions in a group of Territories situated in a particular region

would benefit the peoples of the Non-Self-Governing Territories, and the work of the Committee would gain in practical effectiveness. He also suggested that the status of women in the Non-Self-Governing Territories should be examined by the Committee every year, and that a study should be undertaken by the Secretariat, UNESCO and, in particular, the ILO, because information on the situation regarding women wage earners in the Territories would be desirable.

128. The representatives of the United States and the United Kingdom considered that the method suggested by the representative of India would restrict the scope of the information made available to the Committee. They pointed out that the expression "race relations", as an example, was more inclusive than the term "discrimination", and that trade-union activities was but one aspect of the more comprehensive subject of labour-management relations. The representative of the United Kingdom further pointed out that because different delegations approached problems in different ways, sufficient information should be given to provide a balanced view. He suggested that the Secretariat should be left free to make the most useful possible study of each of the subjects proposed in the working paper and should not be asked to confine itself to illustrations from selected Territories. The representative of the United Kingdom supported the Indian suggestion for the study of the status of women but did not agree that a study on juvenile delinquency should be excluded, since factors such as urban growth or changes in employment patterns would have altered between 1958 and 1961.

129. The representatives of the Netherlands and Australia agreed that the procedure adopted by the Committee heretofore had enabled delegations to bring out those aspects that they found particularly important. The representative of Australia questioned whether there was in the suggestion of the representative of India an implication that the Committee should approach its next year's work from a different point of view. In his view, the procedures adopted by the Committee should not be modified, and the Secretariat should prepare the studies on the basis suggested in the working paper.

130. The representatives of Brazil, Ghana and Iraq supported in principle the views expressed by the representative of India concerning the method and approach of the Committee to the examination of the information. The representatives of Brazil and Ghana considered that the study on race relations should provide comprehensive information on discriminatory legislation and administrative practices as well as on anti-discriminatory legislation and measures to improve race relations. The representative of Ghana also shared the view that more comprehensive information was needed on some of the other aspects of social conditions, such as trade-union activities and community development, which were of particular interest to his delegation. He agreed that it was difficult to make generalizations on community development embracing over fifty Territories and that an examination of the actual working of six examples, for instance, which had been carefully selected and not chosen to illustrate preconceived ideas, would make the work of the Committee more effective.

131. In reply to the representative of Australia, the representative of India emphasized that he was not suggesting a reorientation of the Committee's methods of work. His proposal had been made to help the Committee study realistically and more effectively the various aspects of developments in a particular field.

<sup>27</sup> A/AC.35/L.320.

132. The Committee agreed to the programme of work outlined in the working paper, A/AC.35/L.320, with the understanding that the Secretariat, in preparing

the studies and in collaboration with the specialized agencies, wherever appropriate, would take into account the views expressed by the members of the Committee.

## ANNEX I

### Agenda of the Committee

<i>Item</i>	<i>Documents</i>	<i>Summary records</i>
1. Opening of the session	A/AC.35/INF.21 and Rev.1 and Rev.1/Add.1	205
2. Election of the Chairman, Vice-Chairman and Rapporteur		205
3. Adoption of the agenda	A/AC.35/13 and Rev.1, A/AC.35/L.313	205
4. Progress achieved by the Non-Self-Governing Territories in pursuance of Chapter XI of the Charter : <sup>a</sup>		206, 207, 208, 209, 210
(a) Educational conditions	A/4131, A/4144	
(b) Economic conditions	A/4105, A/4108, A/4109, A/4129, A/4134, A/4142, A/4162 and Corr.1 (English and Spanish only), A/4165, A/4166, A/4178, A/4195	
(c) Social conditions	A/4106, A/4107, A/4114, A/4124, A/4128, A/4136, A/4137, A/4152, A/4167, A/4175, A/4181, A/4193, A/4194	
(d) General survey	A/4192	
5. Economic conditions in Non-Self-Governing Territories :		210, 211, 212, 213, 214, 215, 216
(a) Trade and financial relations of Non-Self-Governing Territories	A/AC.35/L.317	
(b) Terms of trade	A/AC.35/L.314	
(c) Money and central banking	A/AC.35/L.315	
(d) Participation of indigenous population in the production and distribution of goods	A/AC.35/L.318	
(e) Productivity of indigenous labour	A/AC.35/L.316	
6. Social and educational conditions in Non-Self-Governing Territories, including questions arising out of special reports adopted in 1958 and 1959 respectively	A/AC.35/L.319, A/3837, part two, A/4111, part two	217, 218, 219
7. General questions relating to the summaries and analyses of information transmitted under Article 73 e of the Charter	A/AC.35/L.320, A/4360 and Add.1, A/4361-A/4364, A/4365 and Add.1, A/4366-A/4368	220, 221
8. International collaboration in respect of economic, social and educational conditions in Non-Self-Governing Territories	A/AC.35/L.323	221, 222
9. Future work of the Committee	A/AC.35/L.321	222
10. Approval of the reports to be submitted to the General Assembly :		223, 224
(a) Special report on the progress achieved by Non-Self-Governing Territories in pursuance of Chapter XI of the Charter	A/AC.35/L.324 and Add.1-3	
(b) Special report on economic conditions	A/AC.35/L.325, A/AC.35/L.327	
(c) Report on the general work of the Committee	A/AC.35/L.326	

<sup>a</sup> See also A/AC.35/L.313, annex I, territorial summaries.



## ANNEX II

### Resolution submitted for the consideration of the General Assembly

The Committee on Information from Non-Self-Governing Territories submits the following draft resolution for the approval of the General Assembly:

#### REPORT ON ECONOMIC CONDITIONS IN NON-SELF-GOVERNING TERRITORIES

##### *The General Assembly,*

Recalling that by resolution 564 (VI) of 18 January 1952 it approved the special report drawn up in 1951<sup>a</sup> as a brief but considered indication of economic conditions in Non-Self-Governing Territories and the problems of economic development,

Recalling further that by resolution 846 (IX) of 22 November 1954 it approved another special report on economic conditions<sup>b</sup> as a supplement to the 1951 report,

Recalling also that by resolution 1152 (XII) of 26 November 1957 it approved a further special report on economic conditions,<sup>c</sup>

<sup>a</sup> *Official Records of the General Assembly, Sixth Session, Supplement No. 14 (A/1836), part three.*

<sup>b</sup> *Ibid., Ninth Session, Supplement No. 18 (A/2729), part two.*

<sup>c</sup> *Ibid., Twelfth Session, Supplement No. 15 (A/3647 and Corr.1), part two.*

*Having received and considered a further report on economic conditions in Non-Self-Governing Territories<sup>d</sup> prepared by the Committee on Information from Non-Self-Governing Territories at its eleventh session in 1960,*

1. *Takes note* of the report on economic conditions in Non-Self-Governing Territories prepared by the Committee on Information from Non-Self-Governing Territories at its last session and considers that this report should be studied in connexion with the other reports mentioned above;

2. *Invites* the Secretary-General to communicate this report to Members of the United Nations responsible for the administration of Non-Self-Governing Territories, to the Economic and Social Council, to the regional economic commissions, to the Trusteeship Council and to the specialized agencies concerned for their consideration;

3. *Expresses its confidence* that the Members responsible for the administration of Non-Self-Governing Territories will bring the report to the attention of the authorities responsible for economic development in those Territories.

<sup>d</sup> *Ibid., Fifteenth Session, Supplement No. 15 (A/4371).*



## Part Two

### OBSERVATIONS AND CONCLUSIONS ON THE REPORT ON PROGRESS IN THE NON-SELF-GOVERNING TERRITORIES

#### A. Introduction and general survey

##### I. INTRODUCTION

1. By its resolution 1461 (XIV) of 12 December 1959, the General Assembly requested the Committee on Information from Non-Self-Governing Territories to examine at its eleventh session the report prepared by the Secretary-General in collaboration with the specialized agencies concerned, in accordance with resolution 1053 (XI) of 20 February 1957, on the progress which had taken place in the Non-Self-Governing Territories in the fields on which information had been transmitted under Article 73 e of the Charter of the United Nations since its establishment.<sup>1</sup> The Committee was asked to examine the Progress Report with a view to ascertaining the progress made by the inhabitants of the Territories in the light of the objectives set forth in Chapter XI of the Charter; to submit its observations and conclusions to the General Assembly at its fifteenth session in order to assist the Assembly in its examination of the Report; and, in so doing, to be guided by the terms of all relevant resolutions of the General Assembly, in particular resolutions 932 (X) of 8 November 1955 and 1053 (XI) constituting the basic resolutions for the preparation of the Report, as well as by the provisions of Chapter XI.

2. During its eleventh session, from 23 February to 12 April 1960, the Committee—consisting of seven Administering Members, namely, Australia, Belgium, France, the Netherlands, New Zealand, the United Kingdom of Great Britain and Northern Ireland, and the United States of America, and an equal number of non-administering Members, namely, Argentina, Brazil, Ceylon, the Dominican Republic, Ghana, India and Iraq—held a general debate on the Progress Report and appointed a sub-committee composed of the representatives of Brazil, Ghana, India, the Netherlands, the

<sup>1</sup> United Nations: *Progress Achieved by the Non-Self-Governing Territories in Pursuance of Chapter XI of the Charter*. In its present form the report consists of the following documents: *Part A: Introduction and General Survey*, A/4192; *Part B: Economic, social and educational progress*—I. *Economic conditions* (A/4105, A/4108, A/4109, A/4129, A/4134, A/4142, A/4162 and Corr.1 (English and Spanish only), A/4165, A/4166, A/4178, A/4195); II. *Social conditions* (A/4106, A/4107, A/4114, A/4124, A/4128 and Corr.1, A/4136, A/4137, A/4152, A/4167, A/4175, A/4181, A/4193, A/4194); III. *Educational conditions* (A/4131, A/4144); and *Part C: Territorial summaries*—I. *Central African Territories* (A/4081 and Add.1-4 and Add.4/Corr.1 (French only)); II. *East African Territories* (A/4082 and Add.1-5); III. *Southern African Territories* (A/4083 and Add.1-3); IV. *Indian Ocean Territories* (A/4084 and Add.1-4); V. *West African Territories* (A/4085 and Add.1-4); VI. *Caribbean and Western Atlantic Territories* (A/4086 and Add.1-10); VII. *Asian Territories* (A/4087 and Add.1-5); VIII. *Pacific Territories* (A/4088 and Add.1-14); IX. *Other Territories* (A/4089 and Add.1-5).

United Kingdom and the United States,<sup>2</sup> to draft the observations and conclusions to be submitted to the General Assembly in the terms of resolution 1461 (XIV) referred to above. These were drafted by the sub-committee and adopted by the Committee on Information from Non-Self-Governing Territories at its 223rd meeting on 12 April 1960. The Committee gratefully acknowledges the assistance received by it and its sub-committee from the representatives of the specialized agencies, namely, the ILO, FAO, UNESCO and WHO in the examination of the Progress Report.

3. The present report should be read in conjunction with the Progress Report itself. The period covered by the Progress Report is, in general, from 1946 to 1957. In some instances, however, the final year is 1956; in a few others mention is made of developments after 1957 on which official information was available at the time of the preparation of the Report and which appeared to warrant reference. Reference is occasionally made, in the Report itself and in these observations and conclusions, to conditions in certain former Non-Self-Governing Territories which have passed outside the scope of Chapter XI; these references relate only to the years in which information on them was transmitted by the Administering Members, and do not in any way constitute any reflection of existing conditions.

##### II. GENERAL SURVEY

4. The most striking facts of a general nature which emerge from a study of the Progress Report are: first, the very large proportion of the world's population which, at the time of the founding of the United Nations, was still in a dependent status; secondly, the fact that most Non-Self-Governing Territories remained, during the period under review, under-developed in economic and social terms; thirdly, the fact that approximately one-half of the more than 200 million people concerned were able to demonstrate during the period their capacity to govern themselves; fourthly, the fact that by the end of the period there remained well over 100 million people who, inhabiting Territories recognized

<sup>2</sup> The members of the delegations who served on the sub-committee were: *Brazil*: Mr. Julio Agostinho de Oliveira, Mr. Dário Castro Alves and Mr. Alvaro da Costa Franco; *Ghana*: Dr. Amon Nikoi; *India*: Mr. M. Rasgotra; *Netherlands*: Mr. L. J. Goedhart, Mr. B. M. Smulders and Dr. J. V. de Bruyn (expert); *United Kingdom*: Mr. G. K. Caston, Mr. R. A. Browning, Mr. W. H. Chim (special adviser on social affairs); Mr. H. Houghton (special adviser on education) and Mr. T. B. Williamson (special adviser on economic affairs); *United States*: Mr. Francis L. Spalding, Mr. Merrill C. Gay (economic specialist adviser) and Mr. John W. Simms.

The Chairman of the sub-committee was Mr. M. Rasgotra (India).

The Rapporteur of the Committee and the representatives of the ILO, FAO, UNESCO and WHO also participated in the debates of the sub-committee.

as non-self-governing within the meaning of Chapter XI of the Charter, were by definition politically dependent on other countries; fifthly, the substantial progress which most of these achieved in the economic, social and educational fields; and finally, the extent to which the achievements of the period fell short of the needs of the inhabitants of these Territories.

5. The establishment of the United Nations coincided with a period of profound transformation in Asia, and, when the time came in 1946 to devise procedures for the implementation of Chapter XI of the Charter, many millions of the formerly dependent peoples had already become independent. In a world populated by less than 2,500 million people, there remained at that time approximately 250 million dependent people who comprised for the most part the inhabitants of colonies, protectorates, overseas possessions and mandated Territories in Africa, South East Asia, the Caribbean area and the Pacific Ocean. In 1946 and afterwards, the provisions of Chapter XI came to be regarded as applicable to the great majority of these.

6. The first enumeration of Non-Self-Governing Territories other than those under the International Trusteeship System was established in 1946. At that time, eight Members of the United Nations who, in the terms of Article 73, "have or assume responsibilities for the administration of territories whose peoples have not yet attained a full measure of self-government", began to transmit information, or indicated their intention of doing so, on a total of seventy-four Territories. Of these, forty-three were under United Kingdom administration; sixteen (including two African federations, comprising twelve territories, and Indo-China, comprising three States) were under French administration; seven were administered by the United States; three by the Netherlands; two by New Zealand; and one each by Australia, Belgium and Denmark.<sup>3</sup>

7. Very rough estimates placed the total population of the Territories in 1946 at 215 million, of which more than 115 million inhabited Non-Self-Governing Territories in South-East Asia and the Pacific Ocean, more than 93 million lived in Territories in Africa and adjacent islands and nearly 6 million in the Caribbean area. These were the physical dimensions, so to speak, of the sacred trust referred to in Article 73 of the Charter, in terms of people and geography.

8. The Territories varied greatly in size and population and also, as the information transmitted on them showed, in the ethnic origins of their peoples, in the nature and degree of development of their economic resources, and in the rate and stage of their general advancement. The largest concentrations were in the tropical zones of Africa and South-East Asia. The Territories in Africa and adjacent waters covered the greater part of the continent other than the north-eastern and extreme southern sections. Those in Asia included the large Territories of Indo-China, Malaya and the Netherlands Indies with a total population estimated at more than 100 million people. For the most part, the Territories were seriously under-developed, their peoples largely dependent on subsistence agriculture and inadequately served by facilities for education and medical care.

9. The expansion after 1946 of the membership of the United Nations did not lead to any other areas being

<sup>3</sup> For the full list of Territories, see A/4192, paras. 26 and 68.

declared, by the Member States responsible for their administration, to be non-self-governing within the meaning of the Charter. On this point, some members of the Committee have from time to time drawn attention to the situation of some 12 million Africans and Asians under the administration of Portugal and Spain to whom, in their opinion, the provisions of Chapter XI are equally applicable and who represent an issue of great magnitude to which the General Assembly should address itself without delay. The opinion was expressed by other delegations that this matter did not come within the scope of the examination of the Progress Report.

10. On the other hand—and this was the most significant feature of the period—the number of Non-Self-Governing Territories recognized as such, and above all the total number of non-self-governing peoples, had been considerably diminished by the end of the period. The number of Territories fell from seventy-four to fifty-five and the aggregate of population from approximately 215 million to approximately 113 million, a figure which includes a natural population increase in the remaining Territories of some 22 million over the period. In particular, the total number of Asian and Pacific peoples identified as belonging to Non-Self-Governing Territories was reduced from more than 113 million to less than 14 million. By the end of the period, the continent of Africa contained the last great groups of peoples, totalling some 96 million, whose political status had yet to be finally determined.

11. The Progress Report notes that by far the most important factor in these changes in the geographical and human scope of the practical application of Chapter XI was the emergence of peoples either to independence and statehood or to a full measure of self-government which led to the recognition by the General Assembly that the provisions of the Chapter no longer applied to them. Of particular interest to the United Nations was the fact that from six former Non-Self-Governing Territories emerged seven independent States, three of them in Africa and four in Asia, which became Members of the United Nations. These new States, together with Viet-Nam, accounted for a very large majority of the peoples to whom Chapter XI ceased to apply. Four other Territories (Greenland, Puerto Rico, Surinam and the Netherlands Antilles) acceded to forms of self-government in association with the Members which had administered them and under conditions recognized by the General Assembly as justifying a change of status in relation to the Charter. The transmission of information on the remaining Territories no longer being reported on, nine in number, ceased after constitutional changes or other developments took place which were explained to the General Assembly by the Administering Members concerned. In the case of one of these, Malta, the Administering Member stated in 1959 that transmission of information would be resumed because the constitutional considerations which had prevented it no longer applied. The representative of India, while welcoming the intention of the United Kingdom Government to resume the transmission of information on Malta, felt that the Assembly might wish to give attention to the larger constitutional issues posed by this case: in particular, whether the cessation of information would be justified on constitutional grounds when the Administering Member concerned retained the power to withdraw or revoke the constitution, or whether cessation should take place at all before the achievement on a lasting basis of a full measure of self-government by the Territory concerned.

12. At the end of the period, as noted earlier, the inhabitants of the remaining Non-Self-Governing Territories still constituted the substantial total of well over 100 million people. Since then, the Republic of Guinea has attained independence and become a Member of the United Nations. The General Assembly, in accordance with its resolution on factors and the other procedures relating to the transmission of information, has approved the cessation of the transmission of information on Alaska and Hawaii, both Territories having achieved a full measure of self-government. In connexion with the future status of a Trust Territory, the Assembly has also been apprised of the impending independence in 1960 of the Federation of Nigeria, in population the largest of the Non-Self-Governing Territories. The Committee is also aware of the likelihood of similar events taking place shortly in other parts of Africa.

13. A number of the Administering Members made it possible during the period, by voluntarily transmitting information on government, for the Committee to observe the development in their Territories of political institutions and activities as part of the process of promoting self-government. Information of this kind was submitted by the Netherlands concerning the Netherlands Indies as a whole before the independence of Indonesia and on Netherlands New Guinea thereafter, as well as on Surinam and the Antilles until they achieved self-government; by the United States on Puerto Rico, Alaska and Hawaii before self-government, and also on Guam, American Samoa and the United States Virgin Islands; by Denmark concerning Greenland; by Australia, concerning Papua; and by New Zealand in regard to the Cook, Niue and Tokelau Islands. This information showed in all cases, although in widely varying degrees and under different constitutional forms, the establishment of institutions through which the inhabitants were able to a greater or lesser extent to participate in the management of their affairs and finally, in the cases where independence or self-government was attained by constitutional means, to determine for themselves their new political status. The territorial summaries which form part of the Progress Report give an outline of the steps taken in the direction of self-government in each of the other Territories of these Administering Members during the period under review. In some of them at the end of the period, notably in Netherlands New Guinea and Papua, governmental responsibility lay predominantly in the hands of the Administering Members concerned. In the United States and New Zealand Territories, the development of representative institutions and the movement in the direction of internal autonomy were further advanced.

14. The Territories on which political information was voluntarily transmitted represented only a small fraction of the Non-Self-Governing Territories. Belgium, France and the United Kingdom, the Members responsible for the great majority of the Territories, containing by far the largest numbers of people, did not find it possible to provide information on political development as such, except in the fairly general terms of the accounts given to the Committee on Information and the Fourth Committee of the General Assembly of the policies by which the Territories were being prepared for self-government, or to the extent that the information provided by these Members reflected the participation of the inhabitants in measures for economic, social and educational advancement. The Committee has, therefore, concentrated mainly on economic, social and educational conditions and progress, without being able, for

lack of political information in respect of most of the Territories, to relate the progress in these fields fully to that in the political field, or to appraise development towards self-government on the basis of constitutional changes and the evolution of political institutions.

15. The obligations undertaken by the Administering Members under Chapter XI of the Charter indicate in very broad terms the objectives to be sought; they do not define the meaning of self-government nor the level and pace of political, economic, social and educational advancement. Efforts at definition are to be found explicitly or implicitly in resolutions which the General Assembly adopted during the period in the form of recommendations or expressions of opinion as to the essential requirements of economic, social and educational progress, and in the reports of the Committee itself on developments in these fields.

16. Political dependence is by definition the common characteristic of all the Non-Self-Governing Territories. In the practical effects of this dependence there was by the end of the period, and as far as the information made available by the Administering Members enables the matter to be examined, a great deal of diversity. Diversity in the methods adopted to attain the objectives has been imposed to some extent by the varying circumstances of the Territories, and it appears also in certain respects to have reflected differences in the general policies and the constitutional structures of the Administering Members, in the sense that differing conceptions of the most desirable ultimate political status of the Territories gave rise to differences in emphasis and organization, if not in policy, in the various fields of development.

17. The political and administrative systems in different Territories varied from those having a large measure of direct control by representatives of the metropolitan Governments to those having a very large measure of territorial autonomy and of popular participation in the making and carrying out of territorial policies. By the end of the period, however, the situation was nowhere a static one; whatever might be the final status intended or desired, progressive steps leading to the devolution of powers to the inhabitants through their own political institutions and civil services or through those of countries with which the Territories were associated appeared to have become the common policy of all the Administering Members. However, differences appeared in the pace and methods of the implementation of that policy. These, in turn, were influenced by factors which varied in effect from one Territory or group of Territories to another, such as the duration and intensity of contact with the rest of the world; the objectives and organization of development in all fields; the human skills and aspirations of the peoples and the material resources available, as well as the relative position of peoples of different races in certain Territories; and assessments on the part of Administering Members of the capacity of the peoples concerned to take each new step towards self-reliance.

18. Apart from the great physical variation among the Non-Self-Governing Territories, the differences in the ethnic composition of their peoples, in their religions, customs and traditions, in their social organization and in the degree of development of the natural resources of their Territories were also important. Non-indigenous minorities were present in all the Territories: in most cases, they were small in number, consisting, apart from the officials of the metropolitan Governments, of people

engaged in commerce, mining and other private enterprise and in the activities of missions. Almost everywhere, however, they occupied at the outset an economic and social position considerably higher than that of the indigenous populations. In some of the Territories where their numbers were increased by agricultural settlers, mining company staffs and urban artisans and shopkeepers, the special and often "compartmentalized" position of the non-indigenous elements in the life and affairs of the Territories was in some respects supported by legislation or administrative action as well as by established practice. In certain cases, this situation gave rise to problems of race relations which profoundly affected the development of the Territories.

19. The manner in which the Administering Members and territorial Governments applied human and material resources, during the period, to this diversity of conditions in the Non-Self-Governing Territories in order to foster the economic, social and educational advancement of their peoples constitutes the principal theme of the Progress Report. These conditions are also relevant to the policies and measures applied to the attainment by the peoples of the Territories of a full measure of self-government. The dynamic processes which, in most cases, were stimulated in the economic, social and educational fields during the period under review, and which, indeed, were usually accompanied by a progressive transfer of responsibility on both the technical and the political planes to qualified persons and chosen representatives of the population, must be regarded as an inherent part of the development of self-government. Such processes were in fact frequently described as prerequisites of self-government, although without precise definition of the degree of advancement to be attained. It is important to note that the experience of the Territories in passing to a full measure of self-government or to independence offers no clear guide to the approximate levels of economic, social and educational advancement which need to be secured before the peoples can be recognized as ready to stand by themselves, except that in not many cases have those levels been particularly high. The information transmitted on former Territories just before they achieved self-government indicates that they made the transition under widely varying circumstances; however, the levels of their economic and social conditions tended in most cases to be low when judged by the standards of the more highly developed countries. This was evident from the data available for the years immediately preceding self-government in regard to such indices as national income, public revenue and expenditure, development reserves, the numbers of persons passing through secondary and vocational schools and institutions of higher learning and the state and strength of the public services. On the other hand, a basic infrastructure of essential services and a certain momentum of development existed, and these factors supported, to an important though indefinable degree, the progress of the peoples concerned towards full self-government or independence. In the Territories which remained non-self-governing at the end of the period, the establishment of the same kind of essential infrastructure and pace of development, without an attempt to define precisely the standards to be achieved before self-government, could be said to be the general purpose of economic, social and educational policies.

20. The organization and implementation of programmes in these fields took place within the broad framework of the general policies by which the Admin-

istering Members envisaged the discharge of their responsibility to develop self-government in the Territories. Generally speaking, two main approaches were apparent. The first envisaged the eventual attainment of independence as the general rule, and full internal self-government as the exception in cases where the small size or particular circumstances of a Territory might incline the aspiration of its people to it. The second approach was one of developing constitutional systems with a view to establishing organic links between the metropolitan and the overseas countries, and a sharing rather than a transfer of the attributes of sovereignty.

21. In the development of self-government, the progressively increasing participation of the inhabitants of the Non-Self-Governing Territories in all aspects of the planning and management of their affairs is axiomatic. Information available in the Progress Report on the participation of the inhabitants of the Territories in managing their political affairs is limited. The nature and extent of participation by the inhabitants in the planning and execution of economic, social and educational policy is treated in some detail in subsequent pages. It may be appropriate to state at this stage that towards the end of the period under review it was the policy of all the Administering Members to encourage and assist in varying degrees the inhabitants of the Territories to play an increasingly active and responsible part in local and territorial development. The practical results achieved were uneven. During the period, many of the Territories and their peoples attained a large share in the management of their own affairs, notably as a result of the enlargement of representation in the legislative and executive branches of government and in economic, social and educational agencies and organizations, and through expanded recruitment of local personnel in the civil services at all levels. In some Territories, however, these processes either began in earnest at a relatively late stage or were applied in practice to non-indigenous elements in particular, with the result that urgent measures to prepare the people, and especially the indigenous people, more rapidly for their new responsibilities became indispensable.

22. The rate and extent of participation by the inhabitants in public affairs was necessarily a crucial factor in the success of policies and programmes of economic, social and educational development. It appeared to be universally recognized by the Administering Members that progress in all these fields depended upon popular support and understanding being secured by associating leaders of the people with the planning of measures of development and qualified local inhabitants with their implementation. Again, the increasing need for the extension of economic and social services which was characteristic of all Territories created ever-increasing demands for trained personnel which could not be met by recruitment in the metropolitan countries, and for which the only practical source of supply must be the Territories themselves. Special and increasing attention, therefore, needs to be paid to the training of local personnel for civil and technical jobs in ever-greater numbers. More complete statistical information concerning the composition and character of the territorial public services would, in the Committee's view, assist a better appraisal of progress in this matter.

23. Considering that the primary obligation of the Administering Members is to develop self-government in the Territories, the Committee welcomes the assistance which they have given in the economic, social and educational fields, thereby assisting in the achievement of

self-government or independence by a number of former Territories and in the progress of others towards the same goals. It is not unmindful, however, of the fact that, in several Territories, poverty and malnutrition survive and the level of social, medical and educational services remains highly inadequate; greater efforts will therefore be called for on the part of all concerned, especially the Administering Members, to change these conditions for the better in the immediate future.

24. In this general survey and appraisal of the progress of the Non-Self-Governing Territories towards self-government, the Committee has been aware of the tempo of the times and of the aspirations, in the context of today's world, of the millions of people still inhabiting dependent territories. It is aware that the trends and events which occurred at the beginning of the period, mainly in Asia, are continuing, at the present time mainly in Africa, and that these, rather than technical development, bear far more profoundly on the attainment by the peoples concerned of the objective of self-government. The aspirations of peoples towards self-government or independence have too often far outstripped the pace of their economic and social advancement for that fact to be ignored.

25. On the other hand, the Committee is also aware that the Administering Members, and others alike, seem agreed that the peoples of the Non-Self-Governing Territories are entitled in each case, and on a basis of complete equality, regardless of the differences of race, colour or creed, to complete independence, or, if they prefer, to some form of full self-government freely chosen by them, and that it will be for them to determine their future status. The Committee is confident that the knowledge that their ultimate destiny is for them to choose, will encourage the inhabitants of the Territories to multiply many times their own efforts to build a new and prosperous future for themselves during a period of smooth, constructive and purposeful transition.

### III. INTERNATIONAL COLLABORATION

26. During the period under review, the Non-Self-Governing Territories were brought gradually and in widely varying degrees into the principal channels of international economic and social collaboration.

27. The general principles of this collaboration are set forth in Article 55 of the Charter, which provides for the promotion by the United Nations of, *inter alia*, higher standards of living, solutions of international economic and social problems, international cultural and educational co-operation and universal respect for, and observance of, human rights and fundamental freedoms for all without distinction; and also, in Article 73 d, which provides for co-operation by the Administering Members with each other and, where appropriate, with the specialized international bodies with a view to the practical achievement of the social, economic and scientific purposes set forth in Article 73.

28. The Economic and Social Council and its commissions have from an early date included the examination of conditions in Non-Self-Governing Territories in their programmes of work. As a result of a series of initiatives by the Council and the General Assembly,<sup>4</sup> the studies undertaken by these bodies, including the regional commissions, have included information on Non-Self-Governing Territories wherever appropriate.

Such studies of particular relevance to the Non-Self-Governing Territories include the reports prepared for the Council on the world economic situation, the world social situation, international trade, financing of economic development, industrialization and productivity, community development and standards of living. Similarly, the specialized agencies have covered in many of their studies problems relating to conditions in the Non-Self-Governing Territories. For its part, the Committee on Information from Non-Self-Governing Territories has, in its reports on economic, social and educational conditions, taken account of activities by the organs of the United Nations and the specialized agencies.

29. Also on the initiative of the General Assembly,<sup>5</sup> those specialized agencies whose fields of competence and activity have a particular importance for the Non-Self-Governing Territories have since 1947 collaborated closely with it, especially through the Committee on Non-Self-Governing Territories, in the examination of conditions in the Territories. The ILO, FAO, UNESCO, and WHO participate in the sessions of the Committee, not only in an advisory capacity, but also by preparing studies and reports on topics within their respective spheres of competence and by informing the Committee of services provided by them to the Non-Self-Governing Territories.

30. No procedure has so far been established for the direct participation of the Territories in the General Assembly and its subsidiary organs and accordingly, at this level, progress in devising ways in which the Territories could participate more fully in international discussions affecting them has been limited. The most that could be achieved in this respect, as far as the principal organs of the United Nations were concerned, was the occasional inclusion by some Administering Members in their delegations of representatives from their Territories—a practice often encouraged by the General Assembly.

31. By contrast, the developing regional economic activities of the United Nations, together with the constitutions of many of the specialized agencies, have provided the Territories with opportunities for much fuller participation. Some of the agencies functioning in well-defined technical fields, such as telecommunications, postal services and meteorology, have accorded full membership to Territories or groups of Territories. Those which are active in the economic, social and educational advancement of the Territories, such as WHO, UNESCO and, after the end of the period, FAO, have provided for associate membership, and the ILO has provided for participation of observer delegations in sessions of the International Labour Conference and of tripartite delegations in regional conferences; but advantage was taken of these arrangements during the period in the case of only a few Territories, in particular, some of the more highly developed Territories under United Kingdom administration. The United Nations Economic Commission for Asia and the Far East provided similar opportunities from its inception in 1947, but it was not until after the end of the period under review, with the establishment of the Economic Commission for Africa, that comparable United Nations facilities for participation in regional economic activities were available to the African Territories, although not all the Administering Members have submitted applications for associate membership for African Territories for which they are still responsible. In the case of the Economic Commis-

<sup>4</sup> See General Assembly resolutions 220 (III) of 3 November 1948 and 331 (IV) of 2 December 1949.

<sup>5</sup> See resolutions 145 (II) of 3 November 1947 and 331 (IV).

sion for Latin America, the similar provisions allowing for admission of Non-Self-Governing Territories were not utilized by any Territory during the period under review, although they have been recently. Outside the United Nations, regional collaboration in Africa was co-ordinated and strengthened by the Administering Members and other States concerned through the establishment of the Commission for Technical Co-operation in Africa South of the Sahara (CCTA), while the Caribbean, Pacific and Asian Territories participated in the Caribbean and South Pacific Commissions and the Colombo Plan, respectively.

32. Some members of the Committee expressed the view that closer co-operation of non-governmental organizations would be of value to the objectives of the Committee's work and believed that a fuller description of the work of non-governmental organizations interested in economic, social and educational conditions in the Territories should be included in the information transmitted under Article 73 e of the Charter.

33. The Committee wishes to express its appreciation to all those Members of the United Nations who, in response to General Assembly resolution 845 (IX) of 22 November 1954, adopted in the middle of the period under review, have generously offered scholarships for study in their countries to students from Non-Self-Governing Territories, and equally commends Members who extended scholarship offers to these students under their own national scholarship and fellowship schemes. It also appreciates the co-operation given by the Government of the United Kingdom in making it possible for a number of the scholarships to be taken up. The Committee notes, however, that some of the Administering Members did not find it possible to co-operate in the scheme, and that the implementation of resolution 845 (IX) has not been as successful as the Assembly no doubt desired it to be. While the steadily increasing number of applications towards the end of the period was heavily outstripping the number of offers, the actual use of scholarships was sometimes hindered by considerations other than the candidates' academic qualifications. In this connexion the Committee recalls General Assembly resolution 1471 (XIV) of 12 December 1959.

34. As early as 1948, the General Assembly indicated its awareness of the potential value of the United Nations programmes of technical assistance to the Territories by drawing the attention of the Administering Members, in resolution 220 (III), to the arrangements for technical assistance approved by the Economic and Social Council a short while previously. When the Expanded Programme was subsequently established, the General Assembly again drew attention to the United Nations facilities as a source of assistance for Non-Self-Governing Territories by inviting, in resolution 444 (V) of 12 December 1950, the Administering Members which needed technical assistance for the economic, social and educational advancement of their Territories to submit their requests under the Programme.

35. In the first eighteen months after the establishment of the Expanded Programme, only seven Territories received assistance under it at a cost of \$24,000; in 1957, the number of Territories assisted was twenty-five and the cost was \$649,000, but this represented only 2.5 per cent of the global cost of the Expanded Programme. The Committee is aware that the number of requests put forward and the amount of assistance made

available have continued to increase after the end of the period covered by the Progress Report, but it considers that the Administering Members—on whom lay the responsibility for submitting requests on behalf of the Territories—might usefully have taken greater advantage of the programme at an earlier date; it hopes that they will do so in the future. The Committee considers that there are advantages for Territories emerging to self-government or independence in establishing familiarity with the scope and effective use of the international programmes.

36. The increase in the use of international technical assistance under the Expanded Programme in the Non-Self-Governing Territories towards the end of the period and afterwards was particularly marked in the African area. Of the Territories in that region which were non-self-governing in 1958, only one received assistance under the Expanded Programme in 1950-1951. The number receiving assistance rose to six in 1952, seven in 1953 and again in 1954, and fourteen in 1955; by 1959, all but one Territory in the region had received assistance. Taking the assistance rendered to Non-Self-Governing Territories as a whole, the relative share of the Territories in Africa continued to rise, and in 1958 and 1959 it accounted for some 50 per cent of the total.

37. Although the General Assembly, in resolution 444 (V), recommended that the Administering Members should include in the information transmitted under Article 73 e as full a report as possible on applications for technical assistance and on the manner in which it had been integrated in long-range development programmes, the Committee has had to depend primarily on the United Nations agencies concerned for information of this kind. By far the largest amount of assistance given to the Territories under the Expanded Programme was in the field of public health (amounting to 44 per cent of the total cost in 1957) and education (27.5 per cent). WHO-assisted projects in the Non-Self-Governing Territories under the regular budget and Expanded Programme increased from twelve in 1949 to 113 in 1956, although the number of Territories decreased during that period. The type and scope of assistance requested generally reflected the stage of economic development of the Territory concerned, and a gradual transition from assistance in basic services to assistance in productive services could be noted. The Progress Report<sup>6</sup> gives many examples of the broad range of assistance provided, much of it through the ILO, WHO, FAO, UNESCO and other specialized agencies, the regional activities of which have also been of considerable value to a number of Territories.

38. UNICEF extended to the Territories on an increasingly important scale its world-wide services to maternal and child health. In the period from early 1952 to the middle of 1959, UNICEF aid totalling \$11 million was approved for 111 child care projects in forty Non-Self-Governing Territories. The eighty-three programmes being assisted at the end of the period included twenty for child feeding; sixteen for basic maternal and child welfare services and training of child care workers; thirteen for yaws control; fourteen for malaria control or eradication; and seven for leprosy control. UNICEF was providing the necessary supplies and equipment; FAO, WHO and, in some cases, the United Nations, were making available experts and fellowships; and this joint international assistance was often the impetus for broader programmes continued by

<sup>6</sup> A/4195; A/4128, paras. 305-338 and annexes.



the Governments themselves. The Committee expresses its warm appreciation of the extensive and far-reaching benefits which UNICEF has helped to bring to many Territories.

39. Outside the auspices of the United Nations, a number of Territories also received both technical and financial assistance on a bilateral basis under the auspices of the Colombo Plan and through agencies of the United States Government. In 1958, the Foundation for Mutual Assistance in Africa South of the Sahara was set up for a similar purpose.

40. The regional commissions—the South Pacific Commission, the Caribbean Commission, and the Commission for Technical Co-operation in Africa South of the Sahara (CCTA)—also played an important part in the promotion of international co-operation in technical matters on a regional basis.

41. The Committee considers it useful, however, to point out in conclusion that the total amount of external assistance of all kinds represented only a small part of total public expenditure, including grants, loans and services provided by the Administering Members, on economic, social and educational development in the Territories. Technical assistance sought for and provided to Non-Self-Governing Territories under the United Nations programmes during the period under review was on a modest scale, even when the limitations of resources were taken into account.

## B. Economic conditions

### I. GENERAL POLICIES AND DEVELOPMENTS

42. At the beginning of the period under review, the greater part of the productive effort of the peoples of the Non-Self-Governing Territories was devoted to raising the agricultural and animal products needed for subsistence; most of the Territories, therefore, began the period with economies extremely under-developed when viewed in the light of the needs of emerging modern States. A few had flourishing internal markets where money had long since replaced barter as the medium of exchange; some were exporting substantial quantities of agricultural, animal and mineral products, often as a direct result of non-indigenous enterprise; but, on the whole, subsistence economy prevailed and production for internal or external sale had developed haphazardly and on a relatively small scale. Moreover, this production was limited to primary products and, in most of the Territories, to one or two main types of product usually acutely sensitive to the vagaries of climate and markets. This common situation was reflected in the low levels of public revenues and indigenous private incomes.

43. The objectives of economic policy formulated by the Committee on Information in 1954<sup>7</sup> represented, in effect, a catalogue of the major tasks which, in 1946, still lay ahead in almost every Territory. For that reason, and also to suggest the standards of achievement by which progress during the decade may be measured, it is useful to re-state the objectives at this point:

“(a) To remove the obstacles to economic development by modifying where necessary the basic structure of the economy;

“(b) To stimulate economic growth through which the standards of living of the peoples will be raised

and an increase obtained in their national output and improvement in their productivity;

“(c) To establish and improve the capital equipment of the Territories so as to provide a firm basis for future development;

“(d) To promote those types of economic activity, whether primary or industrial production, in which the Territories are best fitted to engage, having regard to the balance of their economies and the advantages of external trade;

“(e) To secure the equitable distribution amongst the peoples of the material benefits of the economy as expressed in the national income;

“(f) To create a firm economic basis for political, social and educational programmes taking into account the basic cultural values and aspirations of the peoples;

“(g) To conserve and develop the natural resources of the Territories for the peoples;

“(h) To create conditions conducive to standards of health and of social welfare which will help to develop moral and civic consciousness and responsibility so as to enable the people to take an increasing share in the conduct of their own affairs;

“(i) To work towards fully developed economies capable of taking their appropriate place in the world economy.”

44. In assessing progress towards these objectives, the Committee has taken into consideration that development in the Non-Self-Governing Territories can only be properly evaluated in the perspective of general trends prevailing in the world economy as a whole and in relation to the problems common to all under-developed countries. Since the Territories are mostly primary producers with little domestic capital of their own, they are particularly affected by cyclical economic fluctuation in the developed industrialized countries. In considering their progress, moreover, conditions prevailing at the beginning of the period should also be kept in view and, in the final analysis, all progress should be measured in relation to the needs of the Territories.

45. On the whole, the period under review was one of considerable progress for the Non-Self-Governing Territories, but, in the Territories containing the major part of the dependent peoples, this progress took place within a framework the fundamental deficiencies of which remained to be corrected. Substantial advances over 1946 were registered by such indicators as production, consumption and *per capita* income; nevertheless, the basic structure of the economy of the Territories remained, in general, at a low stage of development, based mainly on subsistence agriculture and, also, on the production of a few primary products for export. A large proportion of the proceeds from the latter were devoted to imports of consumer as well as capital goods from highly industrialized countries. Moreover, the Territories found themselves involved in the global phenomenon of the widening gap between the standards of living of the under-developed countries and those of the developed countries, a phenomenon adverse to the Territories in the sense that their rate of growth had generally not kept pace with that of the developed countries, including those with which they had their most important economic and trade relations. Data on production in the major fields suggest that the gap, already wide in 1946, remained ten years later one of the most striking features of the situation in most of the

<sup>7</sup> Official Records of the General Assembly, Ninth Session, Supplement No. 18 (A/2729), part two, para. 17.

Territories and underline the importance of maximizing efforts to accelerate the rate of growth within the Territories.

46. Some progress was made in the shift towards a money economy with a concomitant decline in the share of subsistence production, and this trend may be expected in most cases to continue at an ever-increasing rate, although information on this subject remains fragmentary. The share of primary agricultural or mining production for export in the national product of most of the Territories did not decline during the period. In fact, this type of production remained on the whole the dominating and most dynamic sector of the economy. The dependence of the Territories on the world market therefore remained large, nor was much progress made, with a few important exceptions such as Nigeria and Kenya, in the diversification of agricultural production. The share of the processing industries supplying both export and domestic markets increased somewhat, but it was not a major factor in the economic life of the Territories. The only real exceptions to this situation—Hong Kong and, to a lesser extent, Singapore—confirmed the rule, because of the urban character of these Territories. In most cases, local industrial production did not expand sufficiently to meet the requirements of the domestic market for the major categories of consumer goods, and the production of capital goods remained in its infancy. Very few Territories had yet developed balanced, diversified economies.

47. Within these basic limitations, most of the Territories were substantially better off at the end of the period than at the beginning. Improvements in the living standards of the population, for example, were evidenced by the increased local consumption of both domestic and imported consumer goods, with a trend towards consumption of higher quality and more expensive products. Of far-reaching importance also were the assets which the Territories had acquired in the form of fundamental works and services: expanded transportation systems, agricultural, water supply, power, marketing and other economic services and their attendant capital works. These improvements were brought about in large part through planned development expenditures in which Administering Members and territorial Governments played an important role by providing initiative, funds and management.

48. The formulation and implementation of development plans constituted in fact an outstanding feature of the period. These plans were designed to promote the economic and social development of the Territories, with particular emphasis on the welfare of their inhabitants. The inadequacy of comprehensive and reliable statistical data was a handicap in planning in most cases, and in some cases the first plans were put into effect before extensive surveys of natural resources and development possibilities had been carried out. In the latter part of the period, however, new or revised plans in several Territories were based in large part on special economic surveys, including a number undertaken by missions of the International Bank for Reconstruction and Development, as in Malaya, Nigeria and Jamaica.

49. The Administering Members in most cases supplied an important part of the financial resources required, though in general, territorial resources themselves made the largest contribution. Some Territories were also assisted by funds provided from other external sources. The United States International Cooperation Administration provided a total of \$13 million during

the period to help finance a number of special development projects, and the International Bank made loans amounting to \$170 million to a number of the Non-Self-Governing Territories. The scope of the development plans, as well as the resources available for their implementation, was gradually increasing at the end of the period. The concrete aims and objectives pursued varied according to the needs and potentialities of the different Territories, but, as a general rule, they were intended to establish an economic, social and administrative infrastructure essential to achieve a balanced economy. They did not always appear calculated to secure these results most effectively; in a few cases, they were criticized by members of the Committee as representing a series of inadequately co-ordinated projects some of which bore insufficient relationship to the needs of the people. In the latter part of the period, especially in the French Territories, the plans placed greater emphasis on projects furthering the development of production. The need for expansion of research was stressed in all major development plans.

50. The Committee reiterates the desirability of an ever-widening association of the peoples of the Non-Self-Governing Territories in the elaboration and implementation of development programmes and the desirability of linking those programmes with the basic objectives of promoting the political development of the Territories. In this connexion, the period saw a progressive extension of local control over development planning. In a number of Territories under United Kingdom administration, where territorial Governments already had the major responsibility for development planning, participation by the representatives of the territorial populations in this planning depended on the pace of constitutional change. In a growing number of the United Kingdom Territories, development plans were becoming increasingly the work of bodies responsible to the elected representatives of the people. In addition, the establishment of new public bodies, such as development boards or corporations, resulted in increasing participation by the indigenous populations in the implementation of plans. Some progress towards the transfer of responsibility for planning also occurred at the end of the period in the French Territories, where the powers of the local authorities in the preparation, and of the territorial assemblies in the approval, of development plans were strengthened.

51. The Committee has welcomed the trend towards the establishment of special local bodies for the planning and execution of development programmes; it has repeatedly emphasized the importance of local participation in the formulation and implementation of development programmes. It welcomes the resolution adopted by the Economic Commission for Africa at its second session recommending measures for the training of indigenous economists and statisticians, which, in the Committee's opinion, will make for greater indigenous participation. The Committee also stresses the importance of co-operative regional and international effort in promoting economic development. The Non-Self-Governing Territories should be brought more and more actively into the main stream of the activities directed at fulfilling the purposes of Article 55 of the Charter, including the work of the United Nations regional economic commissions. Such association should help, not only to lay the basis for effective co-operative efforts among neighbouring Territories in the solution of regional problems, but should also assist the Territories in the formulation of their own programmes. It should in-

clude the full participation, within the Territories, of representative institutions in the planning and approval of programmes under schemes of international assistance.

52. Data on national accounts included in the Progress Report<sup>8</sup> showed an increase in gross domestic product at current prices in all Territories for which such information was available. Even measured at constant prices (i.e., after taking into account the rise in prices) this increase was considerable. The real *per caput* income also showed an increase in the few Territories for which relevant separate data on the income of the indigenous populations are available. In some cases the rate of increase was higher than that of the national income of the Territory as a whole. The real *per caput* income increased by 6.1 per cent in the Belgian Congo from 1950 to 1957, by 5.1 per cent in French West Africa from 1948 to 1955 and by 3.7 per cent in Uganda from 1952 to 1957.

53. On the other hand, the *per caput* personal incomes<sup>9</sup> of the indigenous population of the African Territories for which data were available for 1956 or 1957 were among the lowest in the world: the figure was \$67 for Nigeria (1956), \$42.20 for the Belgian Congo, \$33.55 for Kenya and \$43.34 for Uganda (1957). The striking disparity between the levels of *per caput* personal income of Africans and non-Africans in these Territories persisted. Thus in 1957 in the Belgian Congo the *per caput* personal income of the African population was \$42.20 and of the non-African \$2,973; in the Federation of Rhodesia and Nyasaland the corresponding figures were \$39.20 and \$1,711; and in Kenya \$33.55 and \$1,100.<sup>10</sup> This disparity was due above all to the fact that most Africans were engaged mainly in subsistence agriculture with low productivity, and that even in urban areas they were mainly unskilled labourers. On the other hand, there were instances in which Africans were receiving considerably less than non-Africans in similar jobs. The Committee stresses the necessity of taking all possible measures to ensure full and equal opportunities and conditions of employment to indigenous workers. It has been assured by the Administering Members that it is one of the objectives of their policies to reduce and eventually to eliminate these disparities. The Committee noted in its triennial report on economic conditions (1960) the efforts which are being made to this end.

54. Capital formation in most Territories for which information was available was at a high level. Apart from public investment to help carry out development plans, private investment was stimulated in some Territories by legislation intended to attract investment capital, in particular from overseas. Investment in the rural indigenous economy, although it escapes accurate measurement, was without doubt a significant part of the total capital formation in most Territories. There was, moreover, an important flow of private capital investment into a number of Territories, such as the Belgian Congo, Northern Rhodesia, Jamaica and Kenya. This investment, reflected in the establishment of new companies and the expansion of existing industries, was partly financed by internal resources, including reinvestment of profits. The contribution of private investment to total capital formation varied, however, according to the Territory, and it was public investment, pursued on

a large scale, which provided, in nearly all of them, not only the major contribution to the whole process of development but also a decisive one in providing the basic infrastructure and other vital services which encourage further investment, both public and private. A few Territories began the period with considerable accumulations of funds from war-time commodity sales, and these provided a basis for public investment on a much large scale than previously.

55. In the Territories under United Kingdom administration, the total authorized public development expenditure during the period under review reached £992 million, of which £187 million was provided by United Kingdom government grants under the Colonial Development and Welfare Acts, and a further £74 million represented investments of the Colonial Development Corporation. Almost £484 million, equivalent to 52.5 per cent of the total public investment, was provided by the Territories from their own budgetary revenues, from the reserves accumulated by public bodies such as marketing boards, and by means of loans. In the French Territories, total public investment financed out of metropolitan resources amounted to 762,000 million metropolitan francs. In these Territories, the share of local financial resources in public investment, which, in 1946, had been expected to amount to 45 per cent, was reduced to 10 per cent in the projects included in the overseas sections of the *Fonds d'investissement et de développement économique et social* (FIDES). In the Belgian Congo, the total cost of the ten-year development plan, amounting to over 48,000 million Belgian Congo francs, was financed by loans contracted by the Territory and raised both in Belgium and in the Territory itself. Without underestimating the importance of the financial assistance provided during the period under review and at an increasing rate since then by the metropolitan Governments, the Committee hopes that further increases in such assistance will prove possible, having regard to the part which the Territories on their side have played in the post-war recovery of the metropolitan economies; they have provided potentially extensive markets for metropolitan manufactured goods and, in some cases, through their trade surpluses with the dollar area, have helped to improve the balance of payments of their respective currency areas.

56. The rate of capital formation can be calculated for only a few Territories.<sup>11</sup> The Committee notes that in some of them—the Belgian Congo, French West Africa and the United Kingdom Territories taken as a whole—the ratio of investment to national income was high, especially when account is taken of the very low *per caput* income which usually results in a low ratio of domestic savings and investment to national income.

## II. THE RURAL ECONOMY

57. The development of the agricultural sector was, and remains, of fundamental importance in the general economic and social advancement of the Non-Self-Governing Territories, as almost all of them are predominantly agricultural and depend primarily on their agricultural production not only for the nutrition of their rapidly growing populations but also for their earnings of overseas exchange. Economic and social progress in these Territories has depended essentially on the direction and speed of improvements in the rural economy.

<sup>8</sup> A/4166, table 10.

<sup>9</sup> *Ibid.*, tables 11 and 12.

<sup>10</sup> United Nations: *Economic Survey of Africa since 1950* (Sales No.: 59.II.K.1), p. 94.

<sup>11</sup> A/4166, tables 15, 16 and 17.

58. The inadequacy of available statistical data does not permit a full analysis of the progress made in agricultural production. However, it appeared to increase more rapidly than the population in most of the Non-Self-Governing Territories, especially in those located in Africa. FAO estimates that, in tropical Africa as a whole, the *per caput* agricultural production in 1958 exceeded the pre-war level by about 20 per cent.<sup>12</sup> Progress was made in some Territories in the diversification of agricultural production, but the output of livestock products generally remained small. The volume of agricultural exports also increased fairly steadily, with the major exception of cocoa exports from some West African Territories, while the exports of copra from the Pacific Territories recovered somewhat slowly from the severe war-time setback. There were at the same time substantial increases in agricultural imports and also in purchases of wheat and flour and of condensed and evaporated milk.

59. On the basis of the limited data available, the relatively small part played by livestock products remained at the end of the period a conspicuous, and in the opinion of FAO, the most important, aspect of the pattern of agricultural production in the Non-Self-Governing Territories. Although the output of meat, milk and eggs was gradually increasing, there was no evidence of any marked progress in this direction, in spite of the large and, in several cases, increasing numbers of livestock reported in a number of Territories. The desirability of increasing the output of livestock products, both as a source of income and because of their importance in improving levels of nutrition, was nevertheless generally recognized during the period, as evidenced by the development of veterinary research and field services, livestock improvement centres and slaughtering and marketing facilities. Progress was hampered in many Territories by problems which did not prove capable of rapid solution: these included the need for pasture and stock improvement and for protection against the tsetse fly and various animal diseases, difficulties of access to markets, and the fact that in many of the African Territories where cattle are most numerous, they have customarily been treated more as a token of wealth than as a productive resource. While much progress was made during the period in these matters, particularly in the control of diseases within territorial borders, in the East African Territories the continued spread of rinderpest across international frontiers drew attention to the need for international co-operation in control measures, a field in which the collaboration of FAO may, in the Committee's opinion, be usefully sought.

60. The importance of agriculture in the economy of the Territories was generally recognized and this resulted in the allocation to this sector of a substantial share of development funds. Special boards or corporations for agricultural development were set up in many Territories, especially those under United Kingdom administration. In certain Territories, some relatively large-scale projects of agricultural production were attempted, although often with only limited success. Towards the middle of the period under review, therefore, the emphasis shifted to the improvement of indigenous systems of agriculture.

61. The expansion of agriculture for export purposes was given special attention; but the diversification of local food production, which is also essential for the

improvement of nutrition in almost all Territories, where diets are dominated by starchy staple crops, poor in protein and other necessary nutrients, received less emphasis. However, efforts were made to diversify local food production by increasing the output of such foods as green vegetables, fruits and pulses. At the end of the period the need persisted for an acceleration of efforts in this direction.

62. Although further diversification of production for local consumption was almost universally desirable, the relative advantages of specialization in the export sector also had to be considered. In the majority of Territories, export earnings and government revenues were initially built up by concentrating heavily on the development of one or two major crops. More recently, however, interest tended to centre on measures to give greater year-to-year stability to these earnings. Thus, efforts to diversify production for export were being made in many of those Territories where export earnings had been derived mainly from only one or two crops.

63. The expansion of agriculture and stock-raising has often encountered difficulties arising from customary systems of land tenure. During the period under review these systems tended to change under economic and social pressures, which were intensified as commercial crop production and plantation agriculture became more widespread. Customary systems of lands tenure were almost everywhere in a transitional stage and were gradually giving way to land ownership under registered title. Governments assisted and systematized rather than regulated these changes; attempts to regulate them, particularly where alienation of land to European settlers had brought additional pressure on traditional systems of tenure, were a frequent cause of friction.

64. Reforms of land tenure systems, which occurred in a number of Territories, were generally aimed at strengthening individual ownership rights on the part of indigenous farmers. Thus, in the Belgian Congo, a commission studied in 1956 the practical means of allowing the indigenous inhabitants gradually to assume individual ownership of land while making due allowance for the customary system of collective ownership. In French West and Equatorial Africa, the reorganization introduced by decree in 1955 appeared feasible mainly because of the gradual inculcation of a concept of property ownership. In Kenya, the Swynnerton Plan had amongst its purposes the setting up of economically viable family farm units under registered title, the owners being free to sell their land to other Africans or to mortgage it. In Uganda in 1956, the Government took steps to replace customary systems by tenure by individual titles in districts where there was a demand for them. These examples are not exhaustive, but the Committee considers that a comprehensive and systematic approach to this problem is called for in many other cases as well. The trend towards individual ownership of land opens up the possibility, among other things, of a more rapid expansion of agricultural credit facilities, whose inadequacy during the period was often attributed to the lack of security on the part of indigenous farmers; the expansion of credit facilities should serve as an aid to increased production.

65. The conservation of natural resources is one of the essential objectives of agricultural policy in the Territories. Phenomena of soil deterioration have been well known for some time, but their full seriousness, especially in Africa, was not fully realized before the

<sup>12</sup> FAO: *The State of Food and Agriculture, 1958*, Rome, 1958.

period under review. Special attention had for some years been given to the more easily predictable consequences, such as the effect on water conservation of deforestation and the removal of vegetation cover. However, the less spectacular aspects of soil erosion—deterioration in the texture of cultivated soils, loss of the humic colloidal complex, the leaching of mineral elements, etc.—had not received as much attention as they deserved in the African Territories. An effort to remedy this serious omission was made by the various scientific and agronomical services after the end of the Second World War. Projects, both local and regional in scale, were initiated. The number of soil scientists in many Territories was considerably expanded, both in the field and on research. An inter-African soils bureau was set up in Africa under the auspices of the Commission for Technical Co-operation in Africa South of the Sahara (CCTA) in 1950, and two inter-African soils conferences were held in the Belgian Congo, one at Boma in 1948 and another at Leopoldville in 1954. Specialized regional committees were established and have met regularly, and an inter-African soil conservation service was brought into being at Yangambi in the Belgian Congo. Substantial progress was achieved during the period under review in the three aspects of the soil conservation programme: studies and research, legislation, and technical measures of implementation.

66. Progress in water control and utilization varied considerably between Territories and generally between geographical regions during the period. In the Territories of tropical Africa, although the authorities have for a considerable time been concerned with the control of the great hydrological basins such as the Congo, the Senegal, the Niger and the Benue and the tributaries of the Chad, crop irrigation and drainage are still, on the whole, in their infancy. The position is entirely different in Asia and some of the Pacific Territories. The delay in this kind of development in the African Territories is undoubtedly due in part to the heavy investments required and in part also to the past inadequacy of vital hydrological data, a factor which led to water resources being frequently insufficiently or inefficiently used and to some projects resulting in failure. During the period, however, serious efforts were made to secure the essential data by means of general hydrological studies and research.

67. The Committee noted that considerable progress was also made in applying measures for safeguarding timber resources and developing forest production. Progress was achieved mainly through the development of research, the introduction of new technical methods ensuring considerably increased productivity and their application to forestry experience, the evaluation of resources and the utilization of products. The gradual replacement of initial methods of forest management (mainly aimed at the regulation of the primitive utilization of a small part of the resources of the wild forest) by silviculture to ensure maximum economic utilization of forests under management, was well under way in many Territories. The Committee considers that forestry research should be expanded because the vast forest covered areas in African and Asian Territories should be a significant factor in their economic development.

68. Fisheries, which provide food proteins otherwise difficult to obtain, are of considerable importance to the Non-Self-Governing Territories where sea or inland water fishing is possible. A good deal was accomplished in fishery research during the period under review,

capital expenditure for establishment of new institutions being financed mainly by the metropolitan Governments. In the United Kingdom Territories, one-tenth of total expenditure for research under the Colonial Development and Welfare Acts from 1946 to 1957 was allocated for fisheries research. In many Territories greater attention was paid, and with success, to fish culture. The number and yields of fish farming ponds in particular increased, and demonstration fish farms were established in Kenya, Nigeria, Northern Rhodesia and Uganda. Progress was also achieved in the mechanization of fishing craft and the improvement of equipment. There was thus a notable expansion in fish catches. The Committee considers that the knowledge gained in successful experiments in fishery development in some Territories should be made available to all of them, and that the establishment of fish processing and canning plants, which has not yet received due attention in many Territories, should be encouraged.

### III. INDUSTRIAL DEVELOPMENT

69. The beginning of the period under review was marked, in most Territories, by an almost complete absence of manufacturing industries other than handicrafts; and at the end of the period, development in this sector had usually been considerably slower than the expansion of primary production. Even in a number of large Territories where, with the spread of money economies based mainly on agricultural export production, growing markets for both consumer and capital goods existed, a large part of export income continued to be devoted to the purchase of manufactured imports. These imports included, for obvious reasons, all machinery and other capital equipment, and also the bulk of durable consumer goods. It was only in the categories of non-durable goods and intermediate products for export and domestic use that local manufacturing had, in general, made any appreciable headway.

70. In 1957, the Committee expressed the view that industrialization was not to be regarded as an end in itself but as one of the means of raising the income and levels of living of the population. Local conditions may limit the range of manufactured products which can be made and sold; where highly favourable conditions exist for particular crops or products, the general interest of a Territory may be best served through their increased production and sale in return for manufactured goods from abroad. Where conditions are suitable, however, industrial production will help to raise living conditions and is essential for diversifying and strengthening territorial economies. The encouragement of new industries should not, therefore, be governed wholly by criteria of price possibilities; account should be taken by Governments of the broader economic and social needs and interests of the Territories.

71. Subject to the foregoing considerations, industrialization can accordingly be the means by which, on the one hand, a Territory possessing natural resources may be able to make fuller and more profitable use of these resources rather than by exporting in raw or partially processed form the products derived from them, and may be able to meet the demands of the local market for manufactured goods to an extent that will appreciably diminish excessive dependence on the proceeds of exports. On the other hand, industrialization can play an important part in introducing new forms of technical progress into the economy; it can have a stimulating influence on other sectors of economic ac-

tivity; and it can provide the population with additional opportunities for paid employment, usually at better wages than those obtainable in agriculture and with the further advantage of creating a demand and a desire for new skills.

72. The need to establish industries, where conditions are suitable, has been recognized by the Administering Members. In practice, a distinction has often been drawn between: (a) industries which process local raw materials of agricultural or mineral origin and produce mainly for export and only partly for the local market; (b) industries producing consumer goods for the local market from imported raw materials; and (c) industries which process imported raw materials for export.

73. The first of these kinds of industry has been encouraged whenever the natural conditions have been considered favourable as, for example, when cheap power is available for metal refining. The second type of industry has been thought to be economically justified especially when it consists of the manufacture of goods in place of imports for which there is a ready outlet on the local market, for example, the manufacture of flour from imported wheat and of containers from imported sheet metal. The third type is more rare, and has been considered feasible only in special circumstances, such as reasonable prospects of external markets; the oil refineries processing imported crude petroleum in Aden and Trinidad, and the cotton textile industry in Hong Kong are examples.

74. At the end of the period under review, in the great majority of the Territories, manufacturing industries, especially those of local ownership, still had to contend with a scarcity of local capital and a shortage of persons with professional, managerial and technical skills. To these difficulties must be added the inadequacy of basic facilities such as power and transport. In some cases there was neither wide range of raw materials nor a ready supply of labour. One of the aims of the measures taken under the development and investment programmes carried out in the Territories, usually with the assistance of the Administering Members, and in some cases with international or other external assistance, has been to create conditions more favourable to industrialization by establishing basic overhead facilities; of these transport has generally received the greatest attention. Moreover, although the establishment of manufacturing industries is, in most Territories, left largely to private enterprise, in some of them Governments have made loans to encourage manufacture, while in others industrial development corporations have been set up.

75. On the whole, industrial production in the Non-Self-Governing Territories was still at a low level in 1956. Most of the Territories were still in a preparatory stage for general industrialization and the development of manufacturing industry was only just beginning. There were important exceptions—such as the Belgian Congo, Kenya, Jamaica, Trinidad, Hawaii and Alaska—where the amplitude and variety of industrial production had definitely passed this initial stage. In the Belgian Congo, for example, there was, in the period under review, a considerable growth of manufacturing industry. The ten-year plan of development emphasized from the very beginning the need to develop processing industries in order to raise the value of agricultural and mineral production and to provide goods for the domestic market. The Belgian policy in this respect

was based on the consideration, among others, that it is uneconomical to export raw materials for the manufacture of finished products which are then imported for local consumption. As a result, a fairly diversified manufacturing industry, including cotton, textiles, blankets, footwear, bottles, beverages, tobacco, cement and other products, was brought into existence in that Territory. The policies adopted in some other Territories do not appear to have placed equal emphasis on this principle.

76. Furthermore, in such urban Territories as Singapore and particularly Hong Kong, the export industry, which in 1946 was already making an important contribution to their activity, expanded considerably. Elsewhere, the only industries which made considerable advances in certain Territories were those processing, mainly for export, local raw materials of agricultural and, particularly, of mineral origin. Industries serving the needs of the domestic market, and especially those of the indigenous population, remained very poorly developed. In most of the Territories, this was probably due to such factors as the low purchasing power of the population, lack of fuel, difficulties of distribution and, particularly in African Territories, the low density of population, the inadequacy of the economic and social infrastructure, and the shortage of capital, entrepreneurs and technicians. The result was that most of the Territories were obliged to import the gradually increasing quantities of manufactured goods which they needed. This was true not only of machinery and of durable consumption goods, which require large and expensive plants for their manufacture, but even of many of the most common articles of consumption. Only in such cases as cotton fabrics, cement, tobacco and beer was local production beginning to cover a large proportion of the requirements of certain Territories.

77. Whatever development took place in manufacturing was based, moreover, principally on non-indigenous ownership and management. Except in the intermediate processing of agricultural products, where co-operative or government-assisted enterprises were playing a part of some importance, manufacturing units owned by indigenous persons were usually small in size even if they were not also small in number. The participation of indigenous persons in manufacturing as a whole was primarily through the supply of unskilled and semi-skilled labour.

78. One indication of the extent of manufacturing industries is provided by the numbers of wage-earners employed in them. In this respect, the Belgian Congo, with 152,758 employed in 1956, representing 4.86 per cent of the total economically active population, was well in the lead among African Territories, followed by Kenya with 57,700 (3.97 per cent) and Northern Rhodesia with 24,585 (4.7 per cent). In French West Africa, there were 31,000 in 1955 (0.65 per cent) and in Uganda, 24,868 in 1956 (1.9 per cent).<sup>13</sup>

#### IV. EXTERNAL TRADE

79. While the transition from a subsistence to a money economy is in a very early phase in most of the Territories in Africa, Asia and the Pacific, the money economy in these, as in most others, is largely based on external trade. The use of money as the medium of exchange, in fact, usually began in the Territories through trade with other countries, mainly through

<sup>13</sup> A/4109, p. 27.



exports; efforts for the economic development of the Territories during the period under review usually began with the expansion and modernization of the production of primary products for sale in world markets and especially the markets of the respective metropolitan countries.

80. In these circumstances, which still largely prevailed at the end of the period, export production formed generally the most efficient and productive activity in the Non-Self-Governing Territories, especially when compared with the far lower productivity of the other major activity, namely, subsistence agriculture. The share of export production in the total production of most Territories was accordingly higher than that in most countries with more diversified and better developed economies. This latter characteristic also applied to the few Territories which were not primary producers, such as Hong Kong and Singapore. While greater efforts were being made in some Territories by the end of the period to increase the scope of their domestic markets, exports still remained of paramount importance. They were providing in most cases the main source of metropolitan and foreign exchange, enabling the Territories to make payments not only for imports of consumer goods to meet their current requirements, but also for capital goods essential to promote their development.

81. In view of the paramount importance of exports to their economy, the main emphasis in the external trade policies pursued in most Territories was not, as is elsewhere generally the case, on the regulation of imports to protect domestic producers from excessive foreign competition, but on the regulation and stimulation of exports. The main objectives were to provide adequate export markets and to ensure satisfactory prices for export products, or at least to stabilize prices paid to, or income received by, primary producers to protect them from the fluctuations of world prices. Tariffs intended specifically to protect local producers against all outside competition, including that of the metropolitan country, existed in only a few Territories, the Belgian Congo being one such example.

82. In the development of external trade, fluctuations in prices and in the volume of world demand for primary products exported by the Territories were a major factor. Attempts to stabilize prices through international commodity agreements were, as far as they applied to important primary export products of Non-Self-Governing Territories, reasonably successful only for tin and sugar. In the case of sugar, moreover, most exports were made within the framework of special arrangements, such as the Commonwealth Sugar Agreement in the case of the United Kingdom Territories, and the United States Sugar Act in the case of Hawaii and the United States Virgin Islands.

83. Since international agreements had not been established for some other commodities, the establishment within the Territories of government agencies entrusted with the stabilization of prices paid to their own producers was necessarily of greater practical importance for most Territories in the period under review than action on the international level to moderate excessive short-term price fluctuations. In the United Kingdom Territories, especially, the marketing boards succeeded to a very considerable extent in maintaining stable prices to producers in a period of wide fluctuations of world market prices. Moreover, owing to generally conservative price policies, the boards accumulated substantial reserves, which were used not only for main-

taining reasonable levels of payments to producers during periods of decline in world prices, but also for the financing of development programmes. The *Caisse de stabilisation*, established generally at a later stage in French Territories with the financial support of the metropolitan Government, aimed also at the stabilization of producers' prices and incomes.

84. There was a considerable increase in the volume as well as the value of exports of Non-Self-Governing Territories.<sup>14</sup> In most cases, the exports remained limited to a few major primary products and the degree of diversification was limited. Nevertheless, in certain Territories there was a significant rise in the share of exports represented by processed products.<sup>15</sup> There was also, as a general trend, a gradual decline in the volume of exports to the respective metropolitan countries, which nevertheless remained high in some cases, while the share of exports purchased by countries of Western Europe other than those of the Administering Members tended to increase.

85. Imports also increased in volume and even more so in value, the latter partly as a result of the general rise in the prices of manufactured goods.<sup>16</sup> In a number of Territories there was a noticeable increase in the proportion of imports represented by capital goods, mainly machinery and transport equipment. This was largely the result of the acceleration of public investments under the development programmes which were being implemented in most Territories. In some of the Territories, it also reflected an expansion of private investment. There was a general trend towards a reduction in the share of imports provided by the respective metropolitan countries, although in the case of the French Territories nearly two-thirds of the import trade remained with France throughout the period.<sup>17</sup> On the other hand, there was an increase in imports from other countries of Western Europe and also from Japan. A particular rise in the flow of imports from Japan occurred in the Territories under United Kingdom administration.

86. Terms of trade varied from year to year for each Territory, depending in large part on the manner in which price fluctuations affected its major export products. As a rule, terms of trade were most favourable in 1951, at the climax of the stockpiling period which followed the military action in Korea, but they deteriorated afterwards owing both to the decline in the prices of some primary commodities and to the rise in the prices of industrial products. The terms of trade varied less sharply towards the end of the period, and in a number of Territories they were more favourable in 1956-1957 than ten years earlier. The period nevertheless provided some striking illustrations of the particular sensitivity of the Territories' economies to the economic policies and conditions prevailing in the metropolitan and other highly industrialized countries. The recessions of 1949, 1954 and 1958 had substantial effects on the volume of exports of primary products from the Territories and on the purchasing power of these exports in terms of imports.

87. While both exports and imports increased substantially during the period, there was no fundamental shift in the balance of trade in most of the Territories. The balance remained negative for the United Kingdom

<sup>14</sup> A/4162, tables 3, 16, 18 and 19.

<sup>15</sup> *Ibid.*, tables 4, 5.

<sup>16</sup> *Ibid.*, tables 11, 12 and 13.

<sup>17</sup> *Ibid.*

Territories as a whole—although significant changes occurred in several of them—and in greater degree for the French Territories.<sup>18</sup> These deficits reflected to a large extent the importation of long-term capital and equipment for the implementation of development programmes. In the Belgian Congo the balance of trade remained positive throughout the period.

88. Nearly all the Non-Self-Governing Territories showed deficits in their balances of payment on current account.<sup>19</sup> For the United Kingdom Territories as a whole, these deficits arose from transactions with the rest of the sterling area, mainly the United Kingdom. The same circumstances applied to the Belgian Congo in its relations with Belgium. On the other hand, the relations of both the United Kingdom and Belgian Territories with other monetary areas, and particularly with the dollar area, left surpluses. The French Territories, however, had a deficit in their balance of current transactions with the rest of the franc area, as well as with foreign countries.

## V. TRANSPORT

89. The place given in development programmes to the improvement of transport facilities was a noteworthy feature of the period under review. A substantial share of total development expenditure was usually allocated for the reconstruction and expansion of road, rail, port and aviation facilities. The improvement of transport accounted for nearly 65 per cent of expenditure under the first four-year plan for the French Territories, as particular emphasis had to be placed at that stage on the restoration and expansion of transport facilities which had deteriorated during the war. The expenditure on transport declined to 42 per cent in the second six-year plan. Expenditure on transport facilities absorbed 50 per cent of allocations in the ten-year development plan for the Belgian Congo and in that for Nigeria for the period 1955-1960. Similarly in Sarawak, allocations for transport and communications under the development plan rose from 34 per cent during the period 1951-1957 to 54.4 per cent during 1955-1960. This pattern, however, was not uniform and the proportion of expenditure allocated to transport varied from Territory to Territory. In Kenya, transport received 17.1 per cent of expenditure under the 1946-1953 plan and in Uganda 20 per cent under the 1955-1960 plan. In the United Kingdom Territories as a whole, 21.2 per cent of Colonial Development and Welfare allocations was devoted to communications during the period 1946-1958.

90. A considerable effort was made to cope with the immediate increase in traffic which began to take place after the end of the Second World War. There was also growing awareness of the necessity for expanding the capacity of transport systems to meet both existing and future needs. The economic development of a Territory is not only accompanied by an intensification of traffic and changes in its composition; it also requires changes in the configuration of the transport systems.

91. The major results obtained during the period were the reduction in harbour congestion through the construction of new harbours, such as that at Abidjan in French West Africa, and the expansion and modernization of existing ones, such as Lagos/Apapa (Nigeria), Mombasa (Kenya), and Freetown (Sierra Leone); the

improvement and development of road networks, including the construction of main arteries; and the rapid expansion of installations for international and internal air transport, increasingly used for carrying goods and mail in addition to passengers. A relatively smaller expansion occurred in railway mileage, efforts in this field having been concentrated more on improvement of existing services than on their extension.

92. In spite of the progress achieved in the development of means of transportation, the traffic which they carried remained small when compared, not only with the more highly developed areas, but also with the averages of the world as a whole. Thus, *per caput* railway goods traffic in the Territories for which such data are available amounted to 73 ton-kilometres in 1957, while for the world as a whole it amounted to 1,000 ton-kilometres. Similarly, there were 270 inhabitants per motor vehicle in the Territories and twenty-seven in the world as a whole. These comparisons suggest not only the probability of a further large expansion in the use of transport in the Territories but also the continuing high priority which will have to be given to expanding road, rail and port facilities, in view of the vital importance of transport to development. Generally speaking, the transport systems in many Territories, especially those in Africa and Asia, remained inadequate in relation to their development needs. Only in the Caribbean Territories, the Territories under the administration of the United States, and one or two others, was transportation, especially passenger transportation, developed to a point where it could act as a factor in attracting tourism, for the development of which possibilities exist in many other Territories as well. In African Territories and in Asian Territories such as Sarawak, Brunei and North Borneo, transport capacity seemed to be limited to the primary task of penetrating the interior and bringing its products to the outside world. Even in Territories like Nigeria, the mileage of permanently sealed roads was comparatively negligible, although networks of unsealed roads of considerably greater dimensions existed.

93. The Committee notes with appreciation the assistance granted by the International Bank for Reconstruction and Development in loans for transport development: to the Belgian Congo for its road network; to the French Territories for their railway system; to Northern Rhodesia, Nyasaland and Nigeria for the improvement or development of their railways; and to the East Africa High Commission for railway and seaport development. Similarly, through arrangements made under the Colombo Plan, a notable contribution was made to the development of transport and communications in United Kingdom Territories (North Borneo, Singapore and Sarawak) by providing 19.5 per cent of the total expenditure in transport development on these Territories.

## VI. MINING

94. The development of mining production had an important impact on the general economic progress of several Non-Self-Governing Territories during the period under review. Geological research and prospecting, to the organization of which the Administering Members devoted considerable resources of money and skilled staff, resulted in a number of discoveries of valuable mineral deposits, in particular iron ore, manganese and oil, in French Equatorial Africa and French West Africa, as well as in Nigeria, for all of which

<sup>18</sup> *Ibid.*, tables 16, 17 and 18.

<sup>19</sup> *Ibid.*, tables 22-26.



development plans were in process of preparation or were actually being implemented at the end of the period.

95. To a greater extent than in any other field of economic activity, large-scale mining operations in the Territories were financed by external capital and managed by non-indigenous interests. The direct contribution of mining to an improvement in the standards of living of the population was not always substantial, especially as the number of wage-earners employed was often relatively small. Indigenous participation was usually for the most part through unskilled labour, and, in some cases, a considerable share of the proceeds of mining was devoted to the remuneration of the risk capital obtained from outside the Territory as well as of the mainly non-indigenous management and skilled labour. Nevertheless, the contribution of mining to the development of the general economy of the Territories concerned was often substantial. The proceeds of exports of mining products were the major source of foreign exchange for the main producing Territories, and mining made an important contribution to their public revenue through royalties, export taxes on mineral products and income taxes on corporate or personal incomes. While accurate data as to the proportion of public revenues obtained from mining by taxation are scarce, this share amounted for the Belgian Congo in 1956 to 39 per cent and for Northern Rhodesia in 1953 to 60.8 per cent of the total revenue. In the case of oil in Nigeria, the Government's share in royalties and rents alone amounted in 1950, for example, to £539,000, although the company concerned made no profits during the period under review, in spite of additional investments. Moreover, in the case of newly developed mining industries, many Territories have secured a further share in the wealth of their mineral resources by means of direct participation through their Governments in the mining enterprises.

#### VII. POWER

96. Large resources for production of hydroelectric power, compensating to some extent for the scarcity of mineral fuel, exist in a number of Territories, particularly in Africa. However, the experience of the period under review was that the establishment of hydroelectric plants of large capacity could be justified only where adequate markets for their output existed or were concomitantly created by the installation of large power-consuming industries.

97. Possibilities for integrated power and industry development of this kind were recognized to exist in a number of Territories and several such projects, mainly for metal refining, were in the process of planning and preparation. Only in the Belgian Congo and, on a smaller scale, in Uganda, however, were such projects brought into operation during the period. These Territories, together with Northern Rhodesia, where industrial development has been based mainly on thermal power, and the urban Territories of Hong Kong and Singapore, where there is a great concentration of industry, as well as Territories under United States administration, were the only ones in which power supplied a basis for industrialization. In most Territories, domestic power consumption was limited to urban areas and electric power had not been made available to the rural indigenous populations, except on a small scale in a few Territories, particularly in Uganda.

98. In relative terms, a substantial increase in the production of power was achieved in all Non-Self-

Governing Territories for which data are available; production amounted to 8,180 million kWh in 1957 compared with 3,131 million kWh in 1948. The output rose about three-and-a-half times in Jamaica and over four times in Kenya; in Hong Kong it increased nearly fivefold, in Cyprus over tenfold, and in Uganda nearly twentyfold. These increases, however, still left the Non-Self-Governing Territories far behind the industrialized countries in power development. The share of the Territories in total world production did not significantly increase, amounting in 1957 to 0.46 per cent as compared with 0.39 per cent in 1948. While average *per caput* power production for the world as a whole amounted in 1957 to 637 kWh, for the Non-Self-Governing Territories it was 70.5 kWh, and in Northern Rhodesia and the Belgian Congo it exceeded 100 kWh. Power production and distribution were limited almost entirely to major urban centres and their surrounding areas, where they mainly met requirements for electric lighting and provided power only to industries located in these areas. Moreover, in nearly all Territories, the number of consumers was very small as compared with the total population.

#### VIII. PUBLIC FINANCE

99. The expansion of public revenues, reflecting in particular a steady increase in the taxable capacity of both indigenous and non-indigenous participants in the money economy, was a universal feature of the public finances of the Territories during the period under review. Taking as a whole the Territories under each Administering Member, government receipts increased from three to five times.

100. Total public expenditures in the Territories rose at an even faster rate, and at the end of the period were from four to seven times higher than at the beginning. This trend illustrates another important feature of the development of public finances: the expansion in government activities. Although some part of the increase in public expenditure reflected increases in prices and other costs and also the growth of population, a substantial portion corresponded directly with an increase in government activity. Furthermore, in several Territories for which information on the national product is available, the real increase in public expenditure also suggests a relative increase in the share of Government in the national product. In other words, government activity over the period grew faster than the activity of the economy as a whole. There was a shift in emphasis from public administration, justice and police, to such fields of economic and social development as transport and communications, industry, agriculture, education and health.

101. As regards the sources of public revenues, the tax structure in the Territories generally did not undergo any radical changes during the period under review. Direct taxation ranged typically between 20 and 30 per cent of the total tax receipts, serving to emphasize the continued predominance of revenue from indirect taxes, in the great majority of Territories. Among indirect taxes revenue from those on foreign trade—import and export duties—predominated as compared with receipts from taxes on domestic trade such as turnover taxes or excises. In the French Territories, the taxes on domestic trade were relatively more important than those in the United Kingdom Territories. There was a slight but significant shift towards a higher contribution from direct taxes in the Belgian Congo and in the

United Kingdom Territories. Although this change can be looked upon as a favourable development from the point of view of equity as well as stability in government revenue, it is to be noted that the increase appears to have come mainly from the increased incomes earned in the existing export sector rather than from any significant expansion in manufacturing for either the export or domestic market.

102. In any event, while the importance of direct taxes increased somewhat during the period under review, as income taxes were introduced or expanded in practically all of the Territories, the revenues from direct taxes continued to be overshadowed in most cases by the rising receipts from indirect taxes. It has been widely accepted that direct taxes result in a more equitable distribution of the tax burden than alternative methods of taxation, but by their nature they face greater political and administrative difficulties. It has been frequently pointed out, for instance, that the lack of trained personnel in many Territories hampers the introduction of income taxes; corollary of this fact is the relatively low yield from income taxes, especially in rural areas, in several Territories where income tax legislation is in force. Equally important in retarding the extension of direct taxation during the period were structural and institutional factors, of which at least two stand out: in many Territories the subsistence sector, as opposed to the money or exchange sector, still dominated; secondly, where small business units prevailed, income account records were either unreliable or were not kept at all. Moreover, it has been argued that direct taxes may discourage savings and consequently impede investment; and on these and other grounds their imposition in the Territories has frequently caused some controversy.

103. The main direct taxes in operation in the Territories in the period under review were the income tax, on both individuals and companies, and the poll tax. In spite of the difficulties mentioned, income tax was the most important direct tax, although its relative yield was generally low except in the Territories where company incomes were significant. Poll tax, sometimes referred to as personal tax or head tax, is a type of direct taxation used most extensively in African Territories. The Committee recalls that as early as 1954 it recommended that steps should be taken for the suppression of the poll tax. The principal reason for its retention now appears to be the ease of its administration in the backward areas and the difficulty of finding a substitute. It is significant to note, however, that in the United Kingdom Territories, and to a lesser extent in the Belgian Congo, its relative importance as a source of revenue declined appreciably in the period under review, whereas the opposite was true in the French Territories. The Committee hopes that this tax will be speedily abolished in favour of more modern forms of taxation related to the incomes of the inhabitants.

104. While indirect taxes continued to be the most important source of revenue in nearly all the Territories, their proportion declined significantly in the Belgian Congo and to a lesser degree in the United Kingdom Territories; the opposite tendency prevailed, however, in the French Territories. In the export-oriented Territories of the United Kingdom, there was also, within the indirect tax structure, a marked shift in relative importance from import duties to export duties. Authorities in the French Territories did not use the export tax to the same extent, and therefore

had to rely more heavily on such other forms of indirect taxes as import duties, turnover tax and transactions tax. The export tax has been in use in the Belgian Congo over a long period.

105. Developments in budgetary autonomy varied among the Territories, reflecting differences in their underlying circumstances and in the policies of the Administering Members. Under the legislation of 1946, and more especially of 1956, the French Territories experienced definite and simultaneous shifts towards the transfer of budgetary powers from France to the Territories and the strengthening of the powers of the individual territorial Governments. The transition from predominantly metropolitan control in the case of the United Kingdom Territories took place according to the pace of development of self-government in the individual Territories, occurring through various constitutional and administrative changes rather than through universal legislation. Among the United States Territories, the co-operative division of responsibilities between the territorial Governments and the federal authorities continued.

## C. Social conditions

### I. GENERAL POLICIES AND DEVELOPMENTS

106. In its examination of the sections of the Progress Report dealing with social conditions in the Non-Self-Governing Territories, the Committee has been guided by the principal aims of social policy which were set out in its reports to the General Assembly in 1955 and 1958.<sup>20</sup> The impact of different cultures on these Territories, their political evolution and the radical changes which are taking place in the patterns of their economy necessitate many adjustments and organic changes in their indigenous societies. It should be the purpose of social policy to help people to adjust to these changes as swiftly and smoothly as possible, and to encourage a balanced progress of all sections of the community. As the Committee has stated elsewhere,<sup>21</sup> social development is nothing less than the whole process of economic, social and political change and cultural advancement in a Territory considered in terms of the progressive well-being of society and of the individual.

107. In the pre-war era, the task of providing for certain essential social welfare services was left mainly to the care of religious philanthropic organizations. In the post-war era, with its quickening tempo of developments, it was no longer possible to leave these services to voluntary action. Because of the interdependence of social, political and economic development, the Committee has recognized the great importance of the role of governmental action both through short-term measures and through long-term, comprehensive plans of integrated development. It has also stressed the importance of popular participation, at all possible levels, to the success of such plans and to their implementation. It is in this broad general context that the Committee has viewed the record of work in this field in the Non-Self-Governing Territories.

108. During the period under review, wide recognition was given to the responsibility of the Adminis-

<sup>20</sup> *Official Records of the General Assembly, Tenth Session, Supplement No. 16 (A/2908)*, part two; *ibid.*, *Thirteenth Session, Supplement No. 15 (A/3837)*, part two.

<sup>21</sup> *Ibid.*, *Tenth Session, Supplement No. 16 (A/2908)*, part two, para. 11.

tering Members for helping to create new conditions conducive to more rapid social progress in the Territories. Thus, the long-term development plans which were elaborated for many of the Territories after the Second World War, although laying particular emphasis on economic development, also incorporated broad aspects of social planning. Social development was viewed not only as, in itself, an ultimate objective of development policy, but also as an indispensable element in planned economic expansion. It was recognized that the mobilization and utilization of existing manpower for executing the economic development schemes would require anticipatory measures designed to combat poverty, ill-health, and ignorance, and thus to provide the essential human basis for efficient economic development. It was also recognized that any development programme, to be successful, must provide for the expansion of essential social services and the improvement of living conditions, including education, medical and health services, nutrition, housing and town planning, social welfare (including remedial services) and the use of techniques for the spread of informal education. In the Territories under United Kingdom administration, over 40 per cent of the total expenditure under the territorial development plans approved up to early 1951 was allocated to social services, and almost one-half of the grants and loans under the Colonial Development and Welfare Acts was also devoted to social development during the period 1 April 1946 to 31 March 1956. In the Belgian Congo, social services and schemes in the ten-year plan represented almost 30 per cent of total expenditure under the 1948 estimates and over 25 per cent under the revised 1955 estimates. In the French Territories, economic development was given a relatively larger place, and only slightly more than 16 per cent of total commitments under the 1949-1954 plan was allocated to social development; this was increased, however, to over 20 per cent under the 1954-1958 plan. Social development, in this context, includes education which, together with public health, accounts for the greater part of expenditure.

109. Nevertheless, budgetary considerations during the period under review generally set serious limits on planning for the expansion of social services and amenities. In a number of Territories, general financial considerations caused a considerable reduction in the social components of the development programmes. The financial stringencies which limited the scope of development programmes, particularly during their early stages, were however mitigated in some Territories, such as the Belgian Congo, French West Africa, the Gold Coast and Nigeria, by an accelerated pace of economic growth due to the increased volume and value of exports. This allowed heavier expenditure on public health and education as well as on other public services and made possible the investment of larger sums in economic and social development schemes. Other Territories, with a slower pace of economic growth, formulated modest programmes of social development and were more dependent on metropolitan financial assistance for their implementation. By and large, however, the great bulk of the expenditure on social development has thus far been met by the Territories themselves from their own resources, the expansion in social services being rendered possible, in most cases, by the expansion in production.

110. Although in the later stages of the development programmes the share of social development in the total

expenditure planned often remained static, and in some cases diminished, the increase of social expenditure in absolute terms was substantial during the period even though this increase was, in part, due to rising costs of materials and labour and the decrease in the value of money. In the case of Nigeria, for example, while the percentage share of social expenditure under the 1955-1960 development plan went down to 25 per cent, compared with 56 per cent under the 1951-1956 plan, in terms of money it rose from £19 million in 1951-1956 to £38 million in 1955-1960. Similarly, increases occurred in the recurrent territorial expenditures on education, public health and social welfare, as well as on other social services and facilities. In a number of cases, the social expenditure increased during the period to as much as one-third of the territorial budget. Moreover, total recurrent expenditure rose to levels corresponding to increasing annual revenue and costs.

111. There was growing recognition during the period of the fact that the effectiveness of the vital role of government in developing social policy and expanding social services is substantially increased according to the extent and quality of the active participation of the territorial population in the formulation and execution of policy. The trend towards this participation kept pace, in general, with constitutional change. A number of Territories reached the stage where elected representatives had the predominant voice in policy-making. In some of them, progress was also made in filling key posts in the administration of social services with indigenous personnel. In some Territories, community development and similar programmes also provided opportunities for popular participation in social development, starting at the village level.

## II. SOCIAL WELFARE

112. The main trends in the evolution of social welfare policies during the period under review were:

(a) The recognition of the responsibility of government to promote social welfare, and the integration of the work of voluntary agencies into general programmes.

(b) The emergence of policies laying greater emphasis on the constructive and preventive aspects of social welfare work, as distinct from the initial concentration on remedial work.

(c) The acceptance of increasing emphasis on the family rather than on the individual as being the main focus of social welfare activities.

(d) The recognition of the need for training indigenous staff.

113. The increasing role of government in social welfare activities was a distinctive development during the period. In most Territories, the Government accepted the responsibility for the formulation of social welfare policy and for the co-ordination of the activities of official and voluntary agencies. There was also a marked trend toward increased government participation in welfare activities. Voluntary agencies continued to play an important role, and in many instances received government grants-in-aid, but in most Territories they were no longer the sole agencies engaged in welfare work. With the increasing role of Governments in social welfare, the need for co-ordination between social welfare planning and activities with those of other technical departments of Governments, notably health, education and labour, also became more apparent. In several Terri-

atories, advisory councils to Governments were established on which all social services departments were represented. This is but one example of an administrative method which was being used to provide for the closest possible association of technical agencies.

114. Although both the extent of the recognition of social welfare as a function of government and the organization of social welfare activities varied considerably among the Territories at the end of the period, due largely to different metropolitan traditions and administrative patterns, programmes and policies universally stressed the family as the focus of welfare action. The weakening of family ties under the impact of changing economic and social conditions, especially in the urban centres, led over the years to the establishment of a variety of family welfare programmes by public and private welfare agencies, combining advisory and other assistance to families with social education of the parents, particularly the mother. The aim was to promote the advancement of the family by helping its members to acquire knowledge of better family living and to develop new interests and skills and a new sense of social responsibilities in a changing environment.

115. In the African Territories under United Kingdom administration, social welfare services developed in response to the problems resulting from industrialization, the rapid growth of urban centres and changes in the indigenous social structure. The basic aim of government was to ensure co-operation between government action and voluntary effort through the stimulation and formation of voluntary organizations, community institutions and local government authorities in order to develop a variety of services with the support and participation of the population. The extent of government initiative varied. In some Territories, government-administered small-scale social welfare programmes supplemented the work of voluntary agencies and of the health and education departments. In other Territories, special government services were established to give direct assistance to the public and to encourage and co-ordinate the activities of existing organizations. In Nyasaland, Bechuanaland, Basutoland and Swaziland, for instance, there were no separate social welfare departments, although in Nyasaland, welfare activities were co-ordinated by an official of the Administration and welfare officers had been appointed.

116. In another group of Territories, such as Northern Rhodesia, Nigeria and Sierra Leone, welfare departments were established and expanded during the period under review. In Kenya, welfare services were made the responsibility of the Ministry for Community Development and the Minister for Local Government, Health and Housing.

117. In the Caribbean Territories under United Kingdom administration, the transition from a policy based on voluntary action, with some support from public funds, to one in which the Government accepted the general responsibility for promoting social welfare through co-ordinated systems in which professionally qualified staff were utilized, had been widely effected by 1950, and government services underwent a steady expansion in subsequent years. In the South-East Asian and Pacific Territories of the United Kingdom, the most advanced forms of social welfare policies and organizations were to be found in Singapore and Hong Kong, where post-war relief measures were extended to form comprehensive long-term welfare policies. Poli-

cies and programmes in the Western Pacific Territories, on the other hand, were only in an elementary form.

118. In the Belgian Congo, the transition from the pre-war policy, whereby social welfare work had been left very largely to the missions or to private industrial organizations, to one in which there was greater participation of the Government in the formulation and execution of policy took place at an early stage of the period under review. Under the impetus of government policy, a welfare programme, largely directed towards the maintenance of family life in the new environment prevailing in the urban centres, was established during the period.

119. In the Territories under French administration, government social welfare work at the beginning of the period was conducted almost entirely within the framework of the public health services. Most services of a non-medical character were either delegated to, or provided through, voluntary charitable organizations. After 1951, a social service was established in each of the Federations and in many of the Territories; it was staffed by professional social workers, including those locally trained, and stressed family welfare services.

120. In Alaska, Hawaii and the United States Virgin Islands, public welfare activities were largely carried out by government agencies operating within the framework of welfare departments whose principal function was the provision of financial assistance and service to needy persons.

#### *Family welfare services*

121. In a process of change occurring throughout the period and continuing at present in many of the Non-Self-Governing Territories, the traditional social structure, in which the individual and the family play clearly defined roles, is being considerably modified through the impact of external influences such as the transition from a subsistence to a money economy, education, opportunities for employment away from home, and improved communications. It is particularly in the towns that traditional family ties have often weakened and sometimes ceased to operate. There the family is no longer necessarily an integral part of a larger structure, and the survival of the union is mainly dependent on the relationship of the spouses themselves rather than on the alliance of two families towards which the spouses have special obligations. While a greater measure of freedom is permitted to the individual in finding his place in society, this new pattern of urban family living is often accompanied by new problems. Among these are unstable marriages, juvenile delinquency, inadequate housing, overcrowding, unemployment and underemployment, and inadequate earnings. Another important factor is the change in the status of women.

122. The pressing need for social action, directed against the factors underlying insecurity, poverty and family disorganization and providing assistance to the needy, led to the establishment of a variety of social welfare services in the Non-Self-Governing Territories. In many Territories, specific social services relating to family and child welfare began to be provided through social welfare centres, infant welfare centres, maternal and child health clinics, and women's organizations. In the Belgian Congo and the Territories under French administration, a system of social welfare centres, whose main function was to promote better standards of family living and to assist families to adapt to the new con-

ditions of urban life, became the principal form of social welfare activity. Most of these centres were established during the period under review, and in the Belgian Congo a sixfold increase took place between 1948 and 1957.

123. Such services contributed to the well-being and stability of the urban family in a number of Territories. In particular, they helped women to adjust themselves to the new conditions of urban life and to improve their status. While services of this type were generally to be found only in the urban areas in most Territories, in a few, such as the Belgian Congo and the British East African Territories, they were also provided in the rural districts.

#### *Child welfare services*

124. As will be seen later, the young age composition is a special feature of the populations of most of the Non-Self-Governing Territories. It is in the child sector of the population, therefore, that the problem of malnutrition may be most effectively solved. The provision of free or low-cost meals to school children as well as to those of pre-school age is now a widely recognized means of combating malnutrition resulting from family poverty and insufficient knowledge of food values. During the period under review, increasing attention was given to schemes for child feeding, particularly through the provision of school meals, in most Territories. While in some Territories, such as British Guiana, Trinidad and Tobago, Hong Kong and Singapore, the provision of milk or of meals to children was still in an initial stage and in others, such as Barbados, was restricted mainly to undernourished or needy children, in yet others, including Alaska and the United States Virgin Islands, a considerable proportion of children, particularly in the schools, were covered by the end of the period under review. Child feeding programmes administered by Governments had, in many cases, been expanded in coverage and improved in quality. In many instances, this was due largely to the assistance provided by UNICEF, and such organizations as the Red Cross. In Uganda, Northern Rhodesia and other Territories in Africa and elsewhere, there was no provision for the supply of school meals to children during the period under review.

125. Measures were taken in many Territories to provide day-care services for children—apart from those in infant schools, nursery schools or kindergartens which formed part of existing school systems—in the form of facilities for infants and pre-school age children whose mothers were working or whose home circumstances were poor or deficient. Many of the latter facilities were being run by voluntary organizations or municipalities, with help, in some cases, from Governments.

126. In those Territories where it was necessary to provide accommodation and care for homeless children, traditional style orphanages were the standard type of service provided. These were generally managed by voluntary welfare organizations and religious bodies, with the assistance of government subsidies or grants-in-aid. Although there was a growing preference for placing orphans and children in need of care in substitute family homes through foster home programmes, such programmes existed only in a few Territories, namely, Alaska, Hawaii, the United States Virgin Islands, Gibraltar and Cyprus, and, on a limited scale, in Bermuda, Dominica, Grenada, Jamaica and Trinidad. A beginning of foster home care was also made in Nigeria and Zanzibar.

#### *Public assistance*

127. The need for public assistance measures increased during the period, particularly in those Territories and areas where, under the influence of industrial and urban growth, traditions of mutual assistance had been tending to break down. By 1956, many of the Territories had public assistance legislation, and elements of public assistance to persons and families in distress existed in all Territories. However, broad programmes had been established only in a limited number of Territories. Much of the work in this field was undertaken by voluntary organizations and charitable bodies, religious and secular, although in many areas these voluntary activities were supplemented by Governments, either through public programmes of limited scope or through the provision of funds to voluntary agencies. Family assistance in the form of cash payments or relief in kind was being provided under government programmes of assistance in some Territories, although the payments made under such programmes were low, often below recognized subsistence levels.

128. A notable increase in the scope of public assistance legislation took place in certain Territories, such as Hong Kong, Singapore, Jamaica, Trinidad and Mauritius, which faced serious problems arising from high population density, underemployment and unemployment. The resources of voluntary agencies were co-ordinated with those of Governments. The Committee notes that there is an increasing emphasis in some Territories on the rehabilitation of the recipients of assistance so as to increase their independence of outside aid, and it is of the opinion that this is a trend which deserves more emphasis.

#### *Welfare of the aged*

129. Although elderly persons in many of the Non-Self-Governing Territories are often assured, as a matter of custom, of assistance and support as members of extended families or of other social units, the growth of wage-earning classes and urban centres, the change of family patterns and the rise of new occupational and social groupings has resulted in an increasing number falling outside the scope of customary protection. The pace of this process was accelerating at the end of the period under review.

130. While in some Territories institutions and homes were the only or the principal form of public assistance to aged persons, in others, where old-age assistance under general relief or in the form of old-age pensions had been introduced, indoor relief was supplementary to outdoor relief. The administration of these institutions, which included infirmaries for the aged sick, was usually in the hands of either local government authorities or charitable bodies, often of a denominational character, many of which were receiving either *per caput* grants or fixed subsidies from the Government. Old-age pension schemes at an adequate level and old-age insurance schemes existed only in the Territories under United States administration. Statutory old-age pension schemes were in force in certain United Kingdom Territories, such as British Guiana, Trinidad, Barbados, Bahamas, Mauritius and Brunei. Those schemes, with the exception of Mauritius, where the test was abolished in 1957, and Brunei, are all subject to severe means tests; and, despite several subsequent revisions, the assistance provided under most of these schemes continues to be at sub-standard levels. In Afri-

can Territories, care of the aged still takes place largely within the traditional framework of the society, and few elements of public assistance to the aged are present.

#### *Youth welfare*

131. The social and recreational aspects of youth welfare received increasing attention in many Territories, and policies were evolved by public authorities and voluntary agencies during the period to meet the needs of the growing generations. The provision of recreational facilities in the form of playgrounds, sports fields, youth centres, hostels or camps, figured prominently in youth welfare programmes, carried out separately or jointly by welfare departments, educational authorities, municipalities and voluntary organizations. Another area of public action was the promotion of clubs and other organized leisure-time activities stressing self-directed activities for youth groups. The training of leaders for these activities began to receive much emphasis in a number of Territories.

#### *Juvenile delinquency*

132. During the period under review, considerable attention was focused on the problem of juvenile delinquency, which was recognized in most of the Territories affected by it as one deserving serious consideration. The fragmentary statistical data available<sup>22</sup> suggest that with the exception of densely populated urban Territories, such as Singapore, and one or two others, such as Hawaii, the incidence of juvenile delinquency is small in relation to the size of the population and also in comparison with the incidence of delinquency in the more advanced and prosperous metropolitan countries themselves.

133. In many Territories, punitive methods of treatment were replaced by corrective methods aiming at the re-education of juvenile delinquents. Moreover, special jurisdictions, usually juvenile courts, with educational, protective and corrective aims, were increasingly replacing penal courts in dealing with juveniles found guilty of an offence.

134. Legislation and methods of treatment varied from Territory to Territory. In several Territories, special juvenile delinquency legislation was as yet unknown. In some others, juvenile delinquency legislation had been enacted but had not been put into effect throughout the Territory. In many Territories, legislation had been introduced prior to the period under review, and the revision of existing legislation during the period was directed largely towards the improvement and extension of procedures, towards revising matters of practical detail, and towards bringing local legislation into greater conformity with the applicable provisions of metropolitan legislation. This latter was the case in United Kingdom Territories.

135. It was the general trend to avoid sending juvenile offenders to institutions. Whenever possible, treatment in freedom was applied, either in the form of probation and related measures or other measures such as admonition, repatriation, fines, restitutions, or placement in foster homes. The application of methods of treatment in freedom already in existence was extended in most Territories during the period and, in many, new methods on the metropolitan pattern were introduced.

136. Imprisonment was still used in some Territories for young offenders under the age of seventeen, although in all United Kingdom Territories no child under the

age of fourteen years may be imprisoned, and such children and young persons from the age of fourteen to seventeen are usually sent to special institutions known as approved schools. Where any type of institutional treatment for young offenders was thought necessary, adult penal and correctional institutions might be used, although young offenders were generally segregated from adult offenders and in some Territories special institutions were established for the long-term treatment of young offenders over the age of sixteen. In some other Territories, such as the Belgian Congo, the Territories under French administration, Netherlands, New Guinea, and Papua, the types of institutionalization for juveniles relied upon were the adult penal and correctional institutions, although for the most part juvenile offenders were kept in separate quarters from adult prisoners and generally received some special consideration.

137. In the United Kingdom Territories, the probationary system was increasingly used for both adult and juvenile offenders, although there was still considerable scope for the extension of this essentially preventive service. In most other Territories, probation was either not used at all or applied only to a comparatively small proportion of juveniles found guilty.

138. Corporal punishment either was never applied or has long been abolished in Belgian, French, Netherlands and United States Territories. On the other hand, it was still being used by order of the courts in many United Kingdom Territories at the end of the period even though it is regarded by the United Kingdom Government as an unsatisfactory method of treatment which should be replaced by alternative methods.

139. While taking note of all these measures, the Committee is not able to conclude, from the data available, that there has been any marked decline in the incidence of juvenile delinquency in the Territories during the period under review. It considers that the proportions of the problem are, at present, manageable. In its view, a preventive approach rather than a corrective one is likely to yield better results. Among the contributory factors would appear to be slum conditions and the disruption in family life resulting from haphazard industrialization and urbanization. The inadequacy of educational facilities for children of ten to sixteen years of age, and the lack of suitable and sufficiently remunerative employment for young persons in the formative years would appear to aggravate the situation. It is in these spheres of social development, therefore, that energetic governmental action might usefully seek to prevent the occurrence of juvenile delinquency.

#### *Care of the handicapped*

140. The approach to the problem of rehabilitation of the handicapped in Non-Self-Governing Territories received low priority during the period under review. Until a late date, the care and rehabilitation of the handicapped was left to voluntary organizations and charitable institutions. In the traditional rural communities the care of disabled persons remained the responsibility of the family. Attitudes towards the care and rehabilitation of the handicapped began to undergo a gradual change largely because in urban centres the disabled usually found themselves without the traditional support of their kin. It became necessary for the Governments or the local authorities, therefore, to assume responsibility for the care of an increasing number of handicapped persons. Welfare work among the handicapped has in many Territories continued to be undertaken largely by voluntary organizations. In Territories

<sup>22</sup> A/4181, table 4.



where no comprehensive provision for the rehabilitation of the handicapped was made by Governments, the latter usually provided funds for assisting disabled persons under poor relief schemes, through welfare departments or voluntary organizations. In many Territories, medical care was given to handicapped persons in government hospitals or grants-in-aid were given by the Government to mission hospitals caring for the disabled. Special orthopaedic hospitals were established in some Territories.

141. Complete and integrated services for the rehabilitation and vocational training of handicapped persons were still in their infancy and only in a few Territories, among them Hong Kong, were such centres established during the period under review. The Committee expresses its appreciation of the few measures which were taken during the period for the rehabilitation of special types of invalidity, including crippled children's programmes, schools for deaf and mute children, such as those in Singapore, Hong Kong, Trinidad, Northern Rhodesia and Madagascar, and therapy programmes in the United States Territories. The development of the care and rehabilitation of the blind was of special importance since the problem is of such disconcerting magnitude. A report prepared by a Commission appointed by the United Kingdom in 1948 indicated that 75 to 80 per cent of all blindness occurring in the United Kingdom Territories was preventable. Following this report, some fifty schools and training centres were established in these Territories by 1957. These, however, covered only a small fraction of the very large numbers of blind people, which a preliminary survey in 1956 estimated at 650,000 in thirty-nine United Kingdom Territories. The Committee welcomes the measures adopted to combat this problem. The work of the Royal Commonwealth Society for the Blind, established in 1950, has helped territorial Governments to lay the foundations of permanent systems of blind welfare. A great deal, however, remains to be done to prevent the heavy incidence of avoidable blindness; and the Committee hopes that WHO and others concerned will be able to lend substantial further assistance in the campaign against cataract, trachoma and river blindness.

142. Many of the diseases which give rise to physical disability are preventable through the application of known hygienic and health measures in organized public health and medical services. Present programmes being carried out in the Non-Self-Governing Territories, such as those against yaws, leprosy, tuberculosis and poliomyelitis, are, in addition to their general importance to the health development of the Territories, also preventing a great many disabilities which would otherwise require a considerable increase in rehabilitation services. However, there are many opportunities in the Territories for increased preventive work in these areas. The same considerations apply equally to the prevention of blindness caused, for example, by trachoma and onchocerciasis.

#### *Training of personnel*

143. Trained personnel are indispensable to the effectiveness of social programmes, and most Territories were concerned with the problem of obtaining qualified staff for expanding social programmes and services. To ensure an adequate inflow of personnel with training at various levels, territorial training facilities were expanded and metropolitan training programmes were adapted to the social and environmental conditions of the Territories. There was a growing awareness that

professional and pre-professional training at the territorial level was essential if the potentialities of the local population were to be utilized fully in the attainment of social progress, but numerous difficulties accounted for the lack of balance between the need for, and the supply of, trained workers. Of these, two of a fundamental nature persisted in most Territories: the funds available were inadequate; and there was a lack of qualified teaching and supervisory staff and of suitable facilities for practical training, as well as a shortage of suitable candidates for social work.

144. Facilities for the professional training of social workers are provided usually in the metropolitan countries. During the period under review, graduate programmes in social work as well as pre-professional training programmes within institutions of higher learning were established only in Hong Kong, Singapore, the Gold Coast, Puerto Rico and Hawaii. In other Territories, government departments charged with the administration of social welfare services initiated training schools or courses, sometimes with the assistance of colleges or universities or voluntary organizations. While there were no permanent training facilities for the training of welfare workers in some Territories, the training of locally recruited staff, particularly in subordinate positions, became an essential part of the activities of the territorial welfare departments. With reference to in-service training and the training of auxiliary workers, in most Territories the tendency was to rely primarily upon short specialized courses to prepare auxiliary personnel for specific assignments.

### III. COMMUNITY DEVELOPMENT

145. The initiation and expansion of community development programmes, generally on the same principles and with the same purposes with which they have been applied in other areas of the world, assumed increasing prominence in the Non-Self-Governing Territories during the period under review. The term "community development" has found broad international acceptance as the process by which the efforts of the peoples themselves together with governmental assistance may be directed towards the improvement of the economic, social and cultural conditions of the communities. It recognizes the importance of measures to develop local initiative to build a self-reliant community. It also has an important part to play in counteracting the disintegration, often brought about by economic change, of traditional social organization and values and at the same time in helping frequently dissimilar groups to achieve a sense of community.

146. Community development is not a substitute for the expansion of government services. It depends on the co-ordination of both governmental and popular effort: the channelling and use of resources, as represented in particular by government services, in a manner that helps to guide and give form to popular enthusiasm and initiative.

147. Aspects of community life and examples of each in which community development has proved capable of operating most successfully include: agriculture, by improving yields and introducing new crops; health, by encouraging interest in sanitation and eradicating endemic diseases; education, by promoting literacy and adult education; home economics, by sponsoring improvements in nutrition, clothing and child care; housing; and public amenities, by the provision or improve-

ment of roads and water supplies. The training of local leaders and personnel is an essential factor.

148. Community development, according to these concepts, took root in many of the Territories during the period under review. In some of them, projects which were being carried out on a limited scale or on an experimental basis were integrated and expanded into territory-wide programmes. As a result of the initiative and leadership of the people, local projects were often started by the peoples themselves and carried out without waiting for government assistance and guidance. Moreover, in the latter part of the period, attempts were being made to apply community development principles and methods to the solution of difficult social problems arising in urban areas.

149. In many Territories, the early beginnings of community development were linked with literacy campaigns. These campaigns in some Territories led to a closer analysis of the motivations and incentives of the rural adult population and from there to a more comprehensive concept of adult or mass education. In the United Kingdom Territories, the change from a purely educational demonstration approach to a well-rounded programme for promoting local initiative came about slowly, but by 1953, wide recognition was being given to the broader objectives of community development. In the French and Belgian Territories, the evolution of the concept of community development took a somewhat different turn in the sense that more emphasis was given to the economic rather than the social component of development. In the Belgian Congo, mass education was conceived as an essential element of rural reform and there was a tendency to predetermine the type of knowledge and skills which could be imparted to the people to equip them for carrying out necessary rural improvements. None the less, it was found that this programme set in motion changes leading to the growth of individual initiative and group cohesiveness. In the French Territories, the Government played a less dominant role, and the types of economic activities undertaken varied according to local conditions and the degree of initiative of the people. Moreover, priorities in work were determined by the community, which also bore part of the costs. In some Territories in the Pacific, such as Netherlands New Guinea, Fiji and Papua, community development projects were generally limited to pilot projects. These projects—which were of a comprehensive nature—have not proved to be as successful an approach to the development of communities in the Pacific as was originally anticipated.

150. Examination of the methods of organization and administration of community development shows that the type of programme which appears to have found most favour in those Non-Self-Governing Territories where the techniques were furthest advanced was the country-wide programme which operates without requiring major reorganization of government machinery. This became a particular characteristic of African Territories. In some Territories, however, programmes were limited to smaller geographic areas, as in the case of pilot or demonstration projects. As regards the methods and techniques of community development, there was a gradual evolution in methodology from a concentration on campaigns to more flexible forms of group work in collaboration with village community councils or Native Authorities, voluntary associations, or agencies of the local government. However, at the end of the period, the campaign method was still a valuable means by which attention could be focused on practical problems and the

people prepared to play an active part in the solution of these problems. The Committee notes the use of demonstration teams, not only in campaigns but also in work in limited areas, to create local interest and encourage effort.

151. Where community centres were used to foster community development programmes they gave uneven results. In an effort to find a more flexible approach to rural problems, the activities of clubs and voluntary associations received emphasis, and information from most Territories indicated that these associations had helped to infuse a new vitality into the community; in particular they led to the increased participation of women and youth in community development. Community councils and committees of various types emerged as a result of the need to associate larger numbers of people with the planning of rural welfare programmes and also to provide for the day-to-day maintenance of facilities developed through communal effort. There was a fairly general acceptance, however, of the principle that community development should lead to the strengthening of local government bodies rather than to the setting up of competitive institutions and services. Grants-in-aid were also in wide use as a means of promoting local initiative and self-help.

152. At the end of the period, the successes achieved in some Territories had demonstrated that communities could substantially improve their lives through community development programmes. It was also significant that in the areas where programmes had been inaugurated and expanded and where local leadership and participation had been vigorous, there had been comprehensive reforms directed at the establishment of efficient and representative local government bodies able to assume a large measure of responsibility for the programmes.

153. The Committee considers that there is no statistical information or other material evidence in the Progress Report to show that extensive community development plans had been successfully implemented in the Territories during the period under review. For instance, it was not known how much of the population of any particular Territory was covered under a community development scheme; how many new village councils or other local government bodies with executive and financial powers had been created and how many roads, schools and hospitals they had constructed with their own efforts and resources; or what the Governments concerned had contributed in terms of finance and technical assistance and advice in the implementation of community development projects. The Committee considers that it would be desirable to undertake, at an appropriate time, a project-by-project study of community development efforts in as many Territories as possible in order to evaluate properly the extent of physical achievements in this field.

#### IV. DEMOGRAPHIC CONDITIONS AND POPULATION TRENDS

154. The nature, size and dynamic trends of the population of a given Territory constitute one of the important factors determining its pace of social and economic development and influencing the formulation of adequate and effective plans for further advancement. It is a factor which in most Territories, at the beginning of the period under review, could not be accurately measured in terms of census data and statistics of births, deaths and other vital events. In spite of notable advances made in certain Territories in regard to censuses



and the techniques of vital registration, statistical documentation on population changes remained inadequate in most Territories.

155. For only about 15 per cent of the peoples living in Non-Self-Governing Territories in 1956 were population data, adequate by international standards, available as a basis for determining changes which had taken place over the preceding decade. The greatest deficiencies were to be found among the Territories of mainland Africa, for most of which conjectural estimates rather than accurate measurements constituted the bulk of the demographic material in existence over the period as a whole. Prospects of significant and rapid improvement in the demographic field have subsequently increased, and the great majority of the Territories will participate in the world population and agricultural censuses of 1960. The Committee notes that the Territories are collaborating fully in the survey of statistical needs being carried out by the United Nations Economic Commission for Africa.

156. An analysis of the population data available leads to some crude but probably valid generalizations of significant interest for the peoples concerned. There appears to have been a consistent reduction in both the crude death-rate and the infant mortality rate.<sup>23</sup> While this represents a sizable improvement in health conditions, these remained generally at a low level. Mortality is highest in the early years; in many Territories mortality before the age of five still accounts for about 50 per cent of all deaths.

157. It may be presumed that the causes of many of these deaths were illnesses and diseases which could have been prevented; but in this respect the statistical data are grossly deficient, *inter alia*, because of the widespread shortage of qualified medical personnel who could correctly diagnose the causes of death. The problem of matching the supply of physicians with the needs of the population remained a formidable one in most of the Territories.<sup>24</sup>

158. In another area, that of the balance between birth-rates and death-rates, the majority of the Territories appeared to be entering a phase of demographic transition which is usually not in itself conducive to rapid rises in standards of living. The characteristics of this phase are a constantly high birth-rate, which in many Territories lies near the physiological maximum of reproduction, and a medium or low death-rate. This combination tends to increase the size of the average family in such a way that the proportion of "bread winners" dwindles progressively in relation to the growing number of children.

159. The results of a growing divergence between birth-rates and death-rates were also reflected in the census returns of some Territories in which the age structure of the population could be determined at least according to major age groups. In most of these Territories young children under the age of fifteen years comprised a large proportion (40 per cent or more) of the total population, while the proportion of persons in the age groups between fifteen and sixty-five years seldom exceeded 55 per cent.

160. The prerequisite of minimal economic progress is that production should increase at a rate in excess of that of population increase; the population of the Non-Self-Governing Territories, according to available es-

timates, increased during the period at a rapid rate, ranging between 1.5 and 3.5 per cent per year. In most, if not all, cases, the increase in production was at a still higher rate. While the minimum conditions of economic progress were thus met, and in some cases considerably surpassed, the fast-growing populations could not easily cope with their own needs for proper food, shelter and medical care and also for formal education and technical skills. According to the most reliable indications, at the end of the period, the fairly high rate of population increase appeared likely to continue and even to accelerate in the near future in most Territories; it was therefore clear that in all planning for economic and social development must the demographic factor be taken seriously into account in order that the purposes of development programmes should not be defeated in the long run by underestimates of the needs to be met.

## V. PROGRESS IN PUBLIC HEALTH AND NUTRITION

161. The importance of health in relation to social well-being and material progress is nowhere more apparent than in the Non-Self-Governing Territories. Most of them began the period under review with serious deficiencies both in the state of health of their populations generally and in the means by which standards of health could be improved. Illness and disease not only took a heavy toll of life, but also hindered improvement of the standards of living.

162. The period saw a considerable improvement in health conditions as the result of a complex of efforts on the territorial, regional and international levels. These efforts were in the direction of structural and organizational improvements in public health services, increased budgetary appropriations, decentralization of the services, campaigns designed and executed with such specific purposes as the control of a widely prevalent disease or the promotion of maternal and child welfare, and a general rise in the standards of living. Nevertheless, the period ended with a great deal still to be achieved.

163. The organizational improvements brought about in the health services in the Territories were of basic importance and their full effects could not be expected to appear until long after the period had passed. The initial minimal medical services, some of which were entirely or largely supported by missions and other voluntary agencies, were consolidated into central public medical and health services. A common feature in the medical and public health administrations of the Territories was that they depended on, and were responsible to, the public authorities, which had thus assumed responsibility for curative and preventive measures among the population as a whole. Financial and technical assistance provided through the territorial Governments, mainly from local funds but with the help in most cases of the Administering Members, made possible the expansion of the medical and public health services, the extent of which could be measured in an increase in the number of hospital beds, general or specialized, the extension of the services to the rural areas through the establishment of rural hospitals, health centres and fixed or mobile medical and health clinics, and the expansion of staff and training facilities. In many Territories, long-term health planning accompanied the formulation of the first development plans in 1946 and 1947. In view of the value and importance of such planning, the Committee hopes that it will continue to receive emphasis in future development schemes.

<sup>23</sup> A/4106, appendix table III.

<sup>24</sup> *Ibid.*, table 14.

164. The tropical and semi-tropical regions of the world, in which most of the Non-Self-Governing Territories lie, are naturally exposed to higher risks of morbidity and mortality from infectious and parasitic diseases than the temperate zones. The usually lower levels of technological advance and of living standards of the peoples concerned have added to their susceptibility to illness and disease. Among the great variety of diseases endemic to these areas are malaria, yaws, tuberculosis, smallpox, yellow fever, leprosy, venereal diseases, dysentery (amœbic and bacillary), trachoma, trypanosomiasis, bilharziasis, filariasis and intestinal parasitosis. Important successes were achieved in combating these diseases, the most notable gains being in the control of malaria, yaws, smallpox and yellow fever. In recent years the incidence of smallpox and yellow fever was diminishing. Malaria was eradicated from Cyprus, Mauritius, several United Kingdom Caribbean Territories and Singapore, and its incidence was greatly curtailed in some others through the effective control of the anopheline vector. In addition, outstanding progress was recorded in the control of leprosy and in the eradication of yaws in Territories in which the incidence of these diseases had been high.

165. One of the most heartening advances in health care during the period under review was, in fact, the organization of campaigns, sometimes on a large scale, against these major diseases. These campaigns sometimes met with outstanding success, and as mass attacks on communicable diseases, have been the first line of attack on ill-health and have cleared the way for programmes of preventive medicine. Tuberculosis was a special problem and gave every reason for anxiety. In those areas where it was a serious public health problem, measures of various kinds were being taken against this disease. In some fourteen Territories, for example, BCG vaccination, one of the valuable weapons in the prevention of tuberculosis, was being used. In other Territories surveys and pilot schemes were undertaken to determine the best approaches to the problem. In still others, combined methods of early case-finding, treatment and the use of chemotherapy were instituted, as for example in Hong Kong. Increased attention was given to research in new methods of tuberculosis control, for example in Kenya.

166. Other infectious and parasitic diseases such as trachoma and onchocerciasis (the main causes of blindness in Africa), epidemic diseases of childhood (among which poliomyelitis appeared in recent years in Kenya and Mauritius) and the dysenteries and diarrhoeas were of lesser importance, though in some years, or in particular years, they assumed the proportion of major health problems. The venereal diseases were still a matter of grave, and perhaps increasing, social importance.

167. Nevertheless, in spite of some striking successes, the control of communicable diseases in general in the Non-Self-Governing Territories was far from complete at the end of the period. The over-all amount of sickness and death which they still caused, even in terms of the incomplete data available on the basis of reliable records, was still excessive in relation to the knowledge and techniques available for their control.

168. The reduction in the rates of infant mortality<sup>25</sup> in the Territories is attributed partly to the gradual development of maternal and child health services, which

in many Territories were first started in urban areas and on a voluntary basis, but later were incorporated into the territorial medical and health organizations and were extended to parts of the rural population. At the end of the period, however, such services were rudimentary or non-existent in many sparsely populated rural areas. Even where they were well established, there remained a pressing need for more paediatricians and other trained staff, as well as for more facilities for the health care of children. Programmes for safeguarding the health of school children were introduced relatively recently and, with a few exceptions, these were not as numerous nor as well organized as the maternal and child health services. An age group which appeared even more neglected was that between one and five years. For reasons difficult to establish, these children tended in many Territories to be given a secondary place in the family and to receive little attention in matters of health. The work of the Medical School of the University College at Ibadan, Nigeria, in developing programmes for the promotion of the health of pre-school-age children, appears to the Committee to warrant study and emulation in other Territories.

169. Environmental sanitation, although of serious import to the standards of health of a given community, received less attention than was due to it in most Territories. A great amount of human suffering and loss of vital energy is known to be directly related to poor sanitary conditions in the immediate environment, such as defective water supply systems, insanitary excreta disposal, and overcrowded housing conditions. The most important attacks on these problems were carried out in urban areas, often when conditions became so conspicuously bad that major improvements could no longer be delayed on the grounds of the high costs usually involved. In the rural areas, where the great majority of the populations of the Territories live, but where deficiencies in environmental sanitation did not reveal themselves in such acute and concentrated form, remedial measures were given less urgency until it was demonstrated that, as part of community development programmes, improvements in at least some of the environmental conditions could be achieved at low cost with community co-operation and assistance.

170. A good deal of work was done in several Territories towards assessing and attempting solutions to the complex problem of human nutrition. Following the pioneer work of the United Kingdom Government in its Territories before the Second World War, many conferences, seminars, surveys and promotion programmes were undertaken in various Territories after 1949, initiated or assisted in many cases by WHO, FAO, and UNICEF. The results obtained are considered significant. Some obscure pathological entities, such as *kwashiorkor*, were more precisely defined and questions of the prevalence and ways and means of the correction or prevention of such conditions of under-nutrition and malnutrition were more or less definitely settled.

171. Both under-nutrition and malnutrition are still to be found extensively in many Non-Self-Governing Territories, especially in Africa and Asia. Under-nutrition was found to be the rule rather than the exception in fourteen surveys carried out in various areas after 1949. Malnutrition on the other hand was found to be even more pronounced, since the bulk of the excessively low intake of calories was derived mostly from carbohydrates, while the intake of protein, especially that of animal origin, was well below normal requirements.

<sup>25</sup> A/4128, table 1.

172. Although scientific knowledge of the treatment and prevention of most, if not all, types of malnutrition was becoming readily available, its application in the Territories most seriously affected, on a scale calculated to influence the nutritional standards of the majority of their peoples, remained at the end of the period largely a task for the future. Efforts had been made and were continuing in several Territories, in some cases with the assistance of WHO, FAO and UNICEF, and for the most part through programmes designed to improve and diversify food production and consumption, with particular emphasis on increasing the supply of protein-rich animal and vegetable foods. The Committee draws attention to the recommendations made in the Progress Report concerning measures to improve nutrition through training and education, the establishment of national nutrition committees, etc.<sup>26</sup>

173. Health education programmes were brought into being in most of the Territories during the period, and their effect upon the gradual improvement of health standards was in many cases believed to be substantial, although difficult to measure in tangible terms.

174. Virtually all of the Territories were confronted during the period with serious shortages of both professionally and technically qualified medical and health personnel. In the mainland African Territories taken as a whole there were in 1948 3.1 physicians per 100,000 population and in 1956 the number of physicians per 100,000 inhabitants was 3.6. At an early stage, it became clear that the difficulty and cost of recruiting trained staff from overseas would oblige the Territories to depend primarily on the training of local and especially indigenous persons. Training facilities, although expanded, especially at the technical levels, remained inadequate in many Territories. Moreover, even when appropriate schools for training in these fields were established, the level of general education in some cases proved insufficient to provide enough students to fill the classes in the training institutions. This situation applied particularly to the supply of students for medical training proper, and its solution appeared to depend above all on the advance and expansion of education in general.

175. Fewer difficulties were encountered in the training of indigenous people for the health services at a lower level, and schools for medical and nursing assistants, midwives, sanitary inspectors and other categories of staff were established or multiplied in many Territories during the period. Some of these schools in the course of time accumulated sufficient experience and teaching staff to make it possible to expand them into full medical and nursing schools with formal curricula and wide recognition. Some of the outstanding examples in this respect are Hong Kong University and the medical schools established in the Belgian Congo (two), and in French West Africa, Nigeria, East Africa, Madagascar, Fiji and British West Indies (one each). However, the output of these educational institutions remained small in comparison with the existing needs, and the Committee hopes that the noteworthy advances made so far in this respect will continue at a more rapid pace in the years to come.

176. The assistance given by the Administering Members, as well as at the international level in such forms as United Nations technical assistance, which proved so valuable during the period under review, appears to the Committee to be no less urgently needed in the future until the peoples of the Non-Self-Governing

Territories through their own institutions are able to cope much more effectively than at present with the problem of health in all its phases from the control of communicable disease to the training of professional and technical personnel at all levels.

## VI. RACE RELATIONS AND HUMAN RIGHTS

177. Discrimination on grounds of race or colour continued to exist in some Non-Self-Governing Territories. It was still to be found in its most acute form in African Territories, where immigrant communities are present. In all these Territories the indigenous inhabitants constitute the vast majority of the population, and the European group is often an extremely small minority, though the latter has exercised special political, social and economic privileges which are denied to the former. Not only was inferior treatment accorded in varying degrees to indigenous inhabitants in the field of human rights and fundamental freedoms, but in the economic and educational fields and in the exercise of political rights also, their role was restricted. In some cases, discriminatory practices survived because of personal or group attitudes; in others they were reinforced by law and regulation. The Committee considers that discriminatory policies and practices based on distinctions on the grounds of race or colour tend to give rise to racial antagonisms which endanger the balanced economic, social and educational development of the Territories in conditions of stability and harmony.

178. In many Territories, a great deal of progress was achieved during the period in eliminating racial discrimination and in improving race relations generally. It is significant that the Territories where the greatest advances were made were those in which the participation of the indigenous inhabitants in the development of their Territories had reached its highest level; the Territories where race relations still gave rise to the most difficult problems were among those where such participation was least developed.

179. Official statements made on race relations by the authorities concerned during the period varied from observations recording the absence of discriminatory practices to the categorical condemnation of such practices and the enunciation of positive measures for the promotion of better race relations. In general, policy statements on race relations tended to emphasize that racial interdependence and co-operation were important to the development and advancement of Territories, particularly those with plural communities, but that the key to the final eradication of discrimination and antagonisms lay in the education of public opinion rather than in legal procedures. There is no evidence in the Progress Report to show that public opinion among the vast majority of the inhabitants of many of these Territories supports in any way the continuance of discriminatory practices. On the contrary, there is every reason to believe that a strong current feeling against such practices exists. The Committee considers that suitable legislation, supported by other constructive measures, such as community education, will be a great step forward towards the eradication of these practices.

180. At the beginning of the period under review, the broad employment structure of the public services in many Territories, particularly in Africa, was one in which European officers occupied the senior positions. Europeans and, in the East and Central African Territories, also Asians, largely or wholly manned the middle grades of technical and clerical appointments, and in-

<sup>26</sup> A/4136, paras. 55-62.

indigenous persons occupied the subordinate and unskilled posts. In some of these Territories, separate sections of the public service with distinct wage and salary scales and other conditions of employment existed for different classes of employees on the basis of race, even though admission to senior posts was open to persons of all races. In other Territories, where the principle of non-discrimination in public employment was not only accepted but generally applied, there was a preponderance of officers recruited from abroad in the senior ranks of the services, owing to the lack of qualified indigenous candidates. The Committee notes that more specific measures were taken in the latter part of the period in a large number of Territories in order to increase facilities for the training and higher education of indigenous persons to fill higher posts, to establish unified public services and to bring about full participation by the local inhabitants in the public services; by the end of the period there was in the great majority of the Territories no bar to the promotion of indigenous persons to the highest posts in the civil services.

181. In a number of Territories with plural communities, the racial pattern in private employment resembled that of the public services in the sense that Europeans or other immigrants usually occupied the managerial and supervisory posts while the indigenous persons were clerical and, in greater numbers, manual workers. Moreover, at the beginning of the period there existed in most African Territories different basic labour laws for different races, or differentiations were made according to the status of the worker depending on racial origin. Discrimination of this kind had become entrenched, particularly in Territories where industrialization had brought indigenous workers into active or potential competition with non-indigenous workers, and the privileged position of the latter group became a source of resentment to the other groups. During the period, there was a marked tendency in several Territories towards the abolition of dual legislation and practice. Separate trade union legislation for different racial groups largely disappeared, but separate trade unions for these groups still existed at the end of the period in a number of Territories.

182. In the Caribbean region and the more highly developed of the Asian and Pacific Territories, integration of the immigrant and indigenous communities continued to advance throughout the period in the economic as in other fields. But in other Territories, such as Papua, Netherlands New Guinea and Fiji, and also notably in the African Territories, there continued to prevail in varying degree a "compartmentalization" of economic activities in each of which one particular racial group predominated. In these Territories, the principal avenue of economic advancement for the indigenous populations was the production of marketable and exportable agricultural crops and animal products. With the help of co-operative organization, rationalized marketing, price stabilization schemes, and improved crops and techniques, the indigenous people were coming to play an increasingly important and profitable part in production for export as well as for local consumption.

183. On the other hand, plantation farming and mining, where the participation of the indigenous inhabitants is limited largely to unskilled labour, the wholesale export and import trade, the complex of economic services such as banking, construction, engineering and transportation which have developed around it, and the processing and manufacturing industries were, in many

Territories, still owned or controlled mainly by European or other non-indigenous groups. The part played in these enterprises by indigenous people had generally not yet progressed far beyond employment up to, and in a few cases including, the managerial level; their participation in ownership and management was otherwise confined, with few exceptions, to petty retail trade, road transport and other small enterprises. In some Territories, the indigenous inhabitants were excluded from ownership and exploitation of mineral rights, thus limiting their opportunities for economic advancement.

184. Nevertheless, in most cases the dividing lines between compartments of economic activity were no longer fixed either by policy or by prejudiced conceptions of the capacity of indigenous persons to take part in more complex branches of the economy; and the lines were, in fact, being crossed at an increasing rate, limited mainly by the time needed to acquire skills and capital. Most Governments and many private enterprises were actively encouraging the steps by which indigenous people could play a fuller part in all branches of the economy as, for example, promotion in employment from unskilled to skilled labour and from there to supervisory and managerial positions; the provision of credit and training to encourage the establishment of independent enterprises; and the reform of land tenure and the organization of loan finance for the modernization and expansion of agriculture and cattle raising. A favourable climate for these developments was being established especially in Territories where the people were acquiring a full share in the formulation of economic and educational policies and in the planning and implementation of programmes of economic development.

185. For many of the Non-Self-Governing Territories, economic policy statements made during the period under review emphasized the importance of the participation of the indigenous inhabitants in economic development and free access for all inhabitants to all branches of economic activity, whether in agriculture, industry or commerce. In a number of Territories, special measures were adopted to remove obstacles to the participation of the indigenous inhabitants in agricultural and industrial developments, and to encourage local inhabitants to take a greater share in export production and external trade. Moreover, most of the discriminatory provisions against indigenous inhabitants with respect to their participation in specific economic functions were abolished or liberalized during the period under review.

186. In the majority of the Non-Self-Governing Territories, the disposal and use of the land, which is a basic element of the social structure as well as the economy, has a direct and fundamental bearing on all aspects of race relations. In most Territories, Governments exercised various forms of control over lands and land rights for the protection of the interests of the indigenous peoples; in a number of Territories non-indigenous participation in economic development was encouraged as a matter of policy. In some African Territories, considerable land grants or leases to non-indigenous persons had been made before the period and in the immediate post-war years, but in most of the Territories the process of alienation had been greatly diminished by the end of the period. Where conflicts existed, they usually arose from the situations created by previous alienations and by changes in the attitudes of indigenous populations brought about by increases in population and a growing desire for higher standards of living. In some Territories, such as the Belgian

Congo, Nyasaland, North Borneo and the Cook Islands, the extent of some areas previously alienated was reduced, and at the same time there was some progress towards a modification of indigenous land tenure systems to facilitate economic development.

187. Education is one of the most important fields in which the indigenous peoples have been at a disadvantage in terms of facilities, and opportunities. While the principle of providing education to all children of school age without discrimination on grounds of race through an integrated system of education was accepted in all Territories, the principle was not yet universally applied. In a number of Territories, separate systems of education and separate schooling facilities existed at both the secondary and primary levels. The disparities in the standards of education indicate inequalities that invariably place the indigenous population at a disadvantage. There was evidence of some progress during the period under review, in that in some Territories, those under French administration, for example, separate school systems were replaced by a unified educational system for all children without distinction of race, colour or creed. In others, a policy of gradual integration was adopted. By contrast with the situation at the primary and secondary levels, the institutions of higher learning in the Non-Self-Governing Territories are interracial in practice as well as in principle, and are free from racial discrimination. The Committee has stated its views on this matter more fully in the chapter on educational conditions in the present report.

188. The Committee recognizes and welcomes the progress achieved during the period in the abolition of a number of forms of racial discrimination and in the improvement of race relations in many Territories. It looks upon racial discrimination not only as a violation of human rights but also as a deterrent to progress in all fields. It is the Committee's considered view that, whatever the origins of the policies and practices of discrimination on the grounds of race and colour, their continuance in any form can only perpetuate disunity; therefore, unremitting efforts should be made towards securing their abolition as soon as possible and towards promoting racial harmony. The Committee considers that the problem of race relations should be attacked in all fields of activity in the Territories; measures to solve it should include the extension to all inhabitants of the full exercise of basic political rights, such as the right to vote. It considers that the establishment of political equality among all members of multiracial communities will prove the quickest way to destroy discrimination and the minority privileges which often give rise to it and to create nations united by a common loyalty transcending race. It is on wise and statesmanlike action in all fields, including the political, therefore, that reliance should be placed for the elimination of racial discrimination.

## VII. STATUS OF WOMEN

189. Economic and social changes in the post-war period materially altered the role of women in traditional society in many of the Non-Self-Governing Territories and enhanced their role in others. In primarily rural societies with a subsistence economy, the change was evidenced by the growing relaxation of old prejudices against daughters receiving formal schooling and a preference amongst male members of the present generation for spouses possessing the equivalent of their own educational and cultural attainments. In areas, such

as Alaska, Hawaii, the Caribbean Territories and parts of Nigeria and Sierra Leone, where women had already achieved equal social and legal status with that of men, the trend was towards the greater participation of women in the political, social and economic life of the community.

190. The shift towards a money economy in many of the Territories gave many women the possibility of achieving a degree of economic independence as a result of wider opportunities to produce goods for the market, rather than for subsistence, and to enter paid employment. In some Territories, such as those in West Africa, where by custom women have always been permitted to dispose freely of the yield of their own property or to take up gainful activity, a class of women traders had always existed; many of these formed occupational associations or co-operatives. There was an increase in the number of women in paid employment in almost all Territories, and the percentage of women in the total labour force also increased in many Territories.<sup>27</sup> The majority of women workers were employed in the lower paid positions and, with the exception of the French and United States Territories, where the principle of equal remuneration for work of equal value was applied, women generally received less pay than men for work of equivalent value, except in government employment in some other Territories. The Committee stressed the importance of ensuring equal remuneration for men and women workers engaged in work of equal value. While some members considered that equality should be achieved through processes of collective bargaining or other machinery, others took the view that the principle should be established by legislation even where the actual wage levels could best be determined by collective bargaining.

191. There was some increase in the number of women entering the various professions. At the end of the period, there were more women teachers and nurses in almost all Territories, and in some of them, more women were also successfully entering professions such as medicine and law. The trend was most marked in those Territories where higher education facilities had been long established.

192. Almost all Non-Self-Governing Territories had legislation for the protection of women workers in matters such as night work, maternity leave, and other welfare measures. Labour legislation was revised in many Territories to provide better protection of women. Such questions as apprenticeship training, higher opportunities in industry and participation in workers' organizations were, however, only beginning to assume importance in some of the more industrially advanced Territories and were not yet of any significance for women workers.

193. If women are not only to attain but also fully to exercise equal rights with men and to discharge their responsibilities on equal terms with men, it is essential that they receive equal opportunities in education and vocational training.<sup>28</sup> With the improvement in education in the post-war period, there was an increase in the enrolment of girls in nearly all Territories. At the primary level, this was accompanied by a reduced lag in the enrolment of girls as compared with boys. There was some reduction in wastage, but the improvement was smaller for girls than for boys. In the last few years of the period, the increase in the number of girls enrolled gained momentum, and in secondary schools the

<sup>27</sup> A/4193, paras 35-41.

<sup>28</sup> See also below, *Educational conditions*, paras. 292-296.

teaching of vocational training subjects was strengthened and expanded. A more integrated approach in the teaching of home-making through courses in domestic science, home economics and child care received greater emphasis.

194. Professional training for girls continued to be limited, on the whole, to teaching and nursing. In this area, more opportunity for training was becoming available, and there was a growing recognition of the need to raise the social status as well as to improve the material conditions of these workers and to prepare them for responsibility and leadership. With the establishment of university colleges in the Territories, higher education was becoming more accessible to women than previously, when the only opportunities were offered in institutions overseas. Nevertheless, the disparity between the education of girls and that of boys extended to this level of education, and, in general, it was being reduced only at a fairly slow rate.

195. There was growing recognition during the period of the important role of women in the progress and welfare of the community. In most Territories, special measures were taken by the Administering Members to raise the level of education of adult women. Such informal education for women was undertaken by welfare and community development services through the organization of women's groups which concentrated on the home and family aspects of social betterment. In many Territories, the provision of maternity and child welfare services helped to stimulate the interest of women in their own welfare. Through such activities, women were encouraged to play a vital part in community development schemes.

196. Generally speaking, therefore, the process of social and economic change opened up new opportunities to women in the Non-Self-Governing Territories. Moreover, marriage under territorial or, in the case of French Territories, metropolitan legislation, was giving to women an individual legal status with personal and property rights different from those under customary law. By the end of the period, however, these opportunities were to be found mainly in urban areas. Even though much remained to be done, the progress achieved reflected a change in social and official attitudes towards the status of women, and a recognition of their rights as individuals.

### VIII. LABOUR-MANAGEMENT RELATIONS

197. With the accelerated growth of wage employment in many of the Non-Self-Governing Territories, labour problems assumed new dimensions and greater complexity and demanded greater concern than in the past with the broader social and economic implications of labour policy. By the end of the period, most Territories had labour legislation establishing standards of health, safety and welfare, regulating hours of work, prescribing a minimum age for employment, and providing protection for wages. The labour policies enunciated during the period embraced such aspects as the improvement of labour relations; freedom of association for workers; manpower problems such as unemployment, migratory labour and labour efficiency; and the approach to general measures of social security.

198. Despite the existence of factors which tended to retard the development of collective action in labour relations, there was a steady gain in the role of trade union organizations in the Territories during the period under review. The right of association became fully

recognized in most Territories and the number of employers' and workers' organizations increased considerably in United Kingdom Territories and substantially in French Territories.<sup>29</sup>

199. On the other hand, the use of collective bargaining in fixing minimum wages and regulating hours and conditions of work varied a good deal. In the United Kingdom Territories, while collective bargaining was the objective desired, it was attained to a limited extent only under the prevailing economic conditions, wide use being made of joint industrial councils, statutory wages councils and advisory boards. Throughout the period, there was a continuing expansion in the scope of collective agreements, wages councils legislation and joint standing machinery; and minimum wage-fixing machinery was restricted in its application in order not to prejudice the future development of collective bargaining. In French Territories, minimum wage rates, which were established by government regulation, under the provisions of the 1952 Labour Code, could be supplemented by collective agreements. The extent to which this was done varied; such agreements were frequently made in French West Africa and French Equatorial Africa. In United States Territories, collective bargaining procedures were well developed and, at the same time, minimum wage-fixing machinery prescribed wage rates for an important percentage of workers. In Papua and the Belgian Congo, collective bargaining and collective agreements were not used in the regulation of wages, hours and conditions of work, which were instead established principally through government regulations.

200. In its 1958 report, the Committee, while recognizing the necessity for making use of statutory machinery for fixing wages, hours and conditions of employment, expressed the wish to see take place, as soon as practicable, a transition to negotiation of collective agreements between employers' and workers' organizations. In general, the metropolitan Governments accepted over the period the proposition that collective bargaining should be promoted, and collective negotiations and bargaining were in practice becoming increasingly the means by which wages, hours and certain conditions of work were being determined. Nevertheless, the Committee considers that the extent to which the scope of the activities of trade unions may be limited by detailed government regulation of wages, hours and conditions of work is an aspect which requires constant vigilance. The Committee notes the observation made by the ILO in the *African Labour Survey*, 1958, that in the British Central and East African Territories, collective bargaining between workers' and employers' organizations was virtually unknown, and a number of the reports of the labour departments of the Territories concerned gave instances of the unwillingness of particular employers to meet trade union representatives for purposes of negotiation. It was clear, the *Survey* adds, that in many Territories in this area the atmosphere for collective negotiation was far from propitious; social distances were great and unions were in many instances small and weak, and employers were not prepared to regard them as representative. On the other hand, it was pointed out that in Kenya, there were by 1956 already fifty-seven joint consultative and negotiating bodies, and in Northern Rhodesia, collective bargaining had operated in the important mining industry since 1949. Moreover, there had been considerable progress in this area in these

<sup>29</sup> A/4124, section I, C.



and other Territories since the end of the period under review.

201. The Committee notes the existence in some Territories of complicated legal requirements for indigenous trade unions, in particular regarding their formation, recognition and registration, which do not seem likely to promote the rapid development of these organizations. While conditions in some Territories may have made it more difficult than in others to proceed far with the simplification of formalities and special legal requirements, and although many of these requirements may be to protect the indigenous worker himself, the Committee considers that the aim of policy should be to simplify the requirements, even if the means by which this is done may have to vary in the light of local conditions.

202. Separate trade union legislation for different racial groups largely disappeared during the period. The Committee considers that, as a matter of principle and in view of the difficulties and tensions which inevitably arise where separate legislation is in force, the objective of policy should be to apply to all sections of the community uniform legislation on the right of workers to organize themselves. Moreover, separate trade unions for the different racial groups still existed in a number of Territories at the end of the period. While freedom of association necessarily implies the right of members of an association to determine the criteria of membership, the Committee is concerned at the dangers inherent in organization along racial lines. It considers that trade unions should be constituted without regard to race, national origin or political affiliations and should determine their trade union objectives on the basis of the common economic and social interests of all workers.

203. The development of workers' organizations in the Territories was, in general, inadequate for the extensive development of collective bargaining practices, partly as a result of fluctuating membership of unions, insignificant dues-paying membership, jurisdictional conflicts and personal and political rivalries. It appeared clear in several cases that a major contribution to effective industrial relations in the Territories could be made if more workers recognized the need for representative organizations based on a stable dues-paying membership to represent their industrial interests. The Committee is confident that this development will take place; it can be accelerated by measures to improve the training of trade union leaders and organizers. Information before the Committee at previous sessions showed that opportunities for trade union education were provided from many sources. It is of the opinion that there are three fields in which education in industrial relations can be of particular value: (a) facilities for leaders of management and labour to study general labour-management problems and human relations in industry; (b) facilities for trade union officials to familiarize themselves with appropriate methods for their day-to-day activities such as general administrative methods, accounting, promotion of membership drives and so on; and (c) facilities, within the framework of workers' educational programmes, for education of the worker and trade union member in trade union principles.

204. The Committee notes that employment offices were set up in many of the Territories and that in some Territories, special efforts were made to assist young persons to obtain employment. It welcomes this development, as a means not only of putting employers and

workers in touch with each other, but also of carrying out studies and inquiries which could help to lead to the more efficient and scientific use of the available manpower resources.

205. Progress was made towards the abolition of compulsory or forced labour, which by the end of the period was to be found in a few Territories (Belgian Congo, Bechuanaland, Gambia, Kenya, Uganda, Fiji and Papua) and comprised one or more of the forms of compulsory labour (cultivation of food crops, portage and public works) which, under the terms of the 1930 ILO Convention, might be used during a transitional period "for public purposes only and as an exceptional measure". In addition, although the legislation in a number of Territories provided penal sanctions for violation of labour contracts, such factors as the general trend of social development, the replacement of written contracts by oral agreements of short or indeterminate duration, and also the modernization of labour legislation, reduced the number of prosecutions and the scope of penalties, and, in some instances, led to the outright abolition of penal sanctions.

206. Trends and policies in wages have been discussed by the Committee in connexion with the productivity of labour.<sup>30</sup> In many Territories, new laws relating to hours of work were adopted and in others, existing laws were extended and improved. There was a general trend towards a progressive reduction in actual hours of work.

207. Considerable progress was reported in diminishing the harmful practices and abuses associated with the employment of children and young workers. While these require remedial steps on a broad front, experience showed that they could be attacked without delay through labour legislation. In respect of measures for the protection of women wage-earners, the Committee noted that, while many of these had long been embodied in the legislation of the Territories, further advances were made during the period.

## IX. SOCIAL SECURITY

208. Although social security systems of wide scope, such as are found in the highly industrialized countries, have not been established in the Non-Self-Governing Territories, except in Cyprus, Gibraltar and the United States Virgin Islands, measures designed to give workers effective protection against occupational and other risks were adopted or broadened in many Territories during the period, and the importance of such measures as one of the means of establishing stable labour forces became widely recognized.

209. In 1946 the legislation of most Territories contained provisions providing compensation for industrial accidents. In many instances, these were broadened or modified in the intervening period. In a number of Territories, where different scales of compensation were applied to the indigenous and non-indigenous inhabitants, the differences were either reduced, as for example, in Northern Rhodesia, or completely abolished, as in French Equatorial Africa, French West Africa and French Somaliland. Moreover, the systems in some Territories were extended to cover any accident and to apply to all workers. In some other Territories, coverage was also extended to agricultural workers, but in others, restrictive clauses excluded wage-earners in cer-

<sup>30</sup> See part three, *Economic conditions*, paras. 36-44.

tain occupations from the scope of regulations or were based on the cause or nature of the accidents or the nature of the undertaking.

210. Regulations concerned with compensation for occupational diseases were adopted in a number of Territories, and existing schemes were improved in respect of the extension of medical coverage and compensation in cases of temporary disability, permanent disability and death. Medical services for workers, provided by employers, were introduced in a number of Territories; there was also an increasing trend towards the payment of sickness benefits in cash. Measures for the benefit of working women were adopted in a number of Territories as well.

211. Contributory old-age pension schemes were introduced in the Belgian Congo, French West Africa, Madagascar, Gibraltar, Cyprus, the Falkland Islands, Singapore and Mauritius. Inquiries into the feasibility of such schemes were made in the latter part of the period in a number of other Territories, especially those in the Caribbean area. The Committee expresses the hope that steps will be taken to implement the proposals resulting from these inquiries, as well as to conduct inquiries in other Territories where the extent of economic development would suggest the feasibility of such measures.

212. In most Territories, family allowance schemes were either non-existent throughout the period or were restricted chiefly to public servants and were limited in scope. More comprehensive schemes on behalf of broader categories of wage-earners were introduced in the French Overseas Territories and in the Belgian Congo. The French system, introduced in 1956, consisted of four types of benefits: household allowance, ante-natal grants, maternity allowances and family allowances. They were financed by compulsory employers' contributions, supplemented in some cases by public funds, and administered by boards composed of equal numbers of officials and representatives of the workers and of the employers. Under the Belgian system, introduced in 1952, the allowances were the responsibility of the employers, and although the majority of them applied the legislation, it was found that in small and medium-size enterprises, employers were apt to favour the employment of unmarried workers. In the Committee's view, family allowances associated with employment may give rise to difficulties and should not be considered as a satisfactory substitute for the establishment, for all workers, of wage levels enabling them to maintain a suitable standard of living.

#### X. CO-OPERATIVE SOCIETIES

213. Although the co-operative movement had been established in a number of the Non-Self-Governing Territories prior to the Second World War, it was not until the period under review that large-scale expansion of the system took place under the impetus of economic growth, and that increased stress by the metropolitan Governments on co-operative development and co-operatives assumed greater importance in economic development. The growth of the movement was, in many Territories, closely associated with the expansion of the market economy and the shift by small farmers from subsistence farming to the cultivation of cash crops; the acceptance of the co-operative concept among the indigenous populations could be attributed to their awareness of the need for more effective systems of organization and production.

214. The fivefold increase in the number of co-operatives between 1945 and 1955<sup>31</sup> is perhaps the best measure of the continuous development which the movement has experienced during the period. It had particular success in the United Kingdom Territories, where the number of registered societies rose from 1,881 in 1945 to over 9,000 in 1958, their paid-up membership from 261,000 to 1,158,000 and the value of produce marketed from £1.9 million to £48.9 million. Co-operative development was uneven, however. In some Territories, such as those under United Kingdom administration, although official policy actively supported the movement, its development was retarded by a number of factors, among which were the need for trained and efficient staff and for a full understanding of the principles and practice of co-operation. In a number of other Territories, including the Belgian Congo and those under French administration, the growth of a general co-operative movement was a comparatively recent development.

215. Increasing stress was laid on the development of credit co-operatives, often associated closely with marketing societies. The number of credit societies in the Territories increased approximately four times between 1945 and 1956,<sup>32</sup> and their financial strength increased far more. In some Territories, thrift and credit societies established co-operative banks which are bound to have an increasing influence in the financial life of these Territories. In the United Kingdom Territories, loans granted by co-operative societies to their members totalled £12.7 million in 1958.

216. Co-operative produce-marketing societies were, at the end of the period under review, the second largest group of co-operative societies in the Territories, and were, in fact, more important in most areas than any other group of co-operatives. The development of agricultural, as distinct from marketing, co-operatives appears to have been rather slow. They will no doubt have a more important part to play when farming becomes more mechanized and the lack of education amongst the rural inhabitants, the fragmentation of land holdings and, in some cases, the system of land tenure, cease to be a hindrance to undertakings on a large scale.

217. Although the number of consumer co-operatives increased about tenfold,<sup>33</sup> the Territories do not seem to have attained a stage of development sufficient to foster and develop a prosperous consumers' movement. Consumer co-operatives encountered serious difficulties in most areas largely owing to lack of knowledge, capital and experience, as well as other factors. Nevertheless, in the United Kingdom Territories their sales totalled £12.9 million in 1958. The Committee noted the existence in the Territories of other forms of co-operative activity such as housing and building societies, which made substantial progress during the period, and fishermen's societies and mutual aid societies.

218. It is generally recognized that the development of strong central bodies is necessary for the establishment of country-wide services. Relatively little progress in this direction was made during the period, and Governments, in many instances, undertook responsibility for such functions as promotion, education, supervision and auditing. The co-operative movement had more success, however, in the creation of regional unions servicing specialized groups of co-operatives. Unions of the

<sup>31</sup> A/4114, appendix.

<sup>32</sup> *Ibid.*

<sup>33</sup> *Ibid.*



product-marketing type became numerous in African Territories.

## XI. MASS COMMUNICATIONS

219. During the period under review there was an increasing demand in the Non-Self-Governing Territories for effective audio-visual media to satisfy the need for information and for the development of means to facilitate the formulation and expression of public opinion. While in some Territories the use of mass communication media made little or no progress, in general, mass communication media progressed quantitatively: more newspapers and periodicals were published, circulation figures increased, more radio stations went on the air, the number of broadcasting hours and receiving sets increased, a greater number of cinema seats were at the disposal of the public, and there was an increase in the number of cinema vans for use in rural areas and in the number of films produced locally. There was, especially in the African region, not only an increase in the number of newspapers and periodicals published, but also in the number of languages, often vernacular, in which these publications were issued. There were, however, several obstacles to the further development of the Press. One of these was the problem of widespread illiteracy, which, in some Territories, embraced more than 90 per cent of the population. A second obstacle was the often low journalistic standard of the publications. A third was the shortage and high price of newsprint and the frequently obsolete nature of printing equipment.

220. Of all the mass communication media, broadcasting made the greatest headway during the period. There were very few Territories which, by 1956, had no direct broadcasting or rediffusion facilities of their own, and in most others, such facilities increased considerably in power and in transmission time, while the number of individually owned as well as communal receiving sets was multiplied several times. The Administering Members concerned laid great stress on the development of broadcasting facilities and provided substantial financial and technical assistance for this purpose.

221. The need for the professional training of indigenous persons, in particular for service with the mass communication media, became increasingly apparent. Journalists were sent abroad for study courses with reputable newspapers and, in some Territories and regions, journalist training courses were organized. Broadcasting stations in the metropolitan countries assisted their counterparts in the Territories with staff, technical advice and transcriptions, and provided training facilities on their premises. Training in the production of films and other audio-visual aids was carried out in the administering countries with well-established production companies, locally with such companies or with newly formed territorial production units, and at specially arranged film "schools".

222. All this, however, can be considered only as the first step; many more must follow before the mass communication media as a whole can render adequate services to Territories in process of rapid change.

### D. Educational conditions

#### I. GENERAL POLICIES AND DEVELOPMENTS

223. In most of the Non-Self-Governing Territories at the beginning of the period under review, only the minimum foundations of educational systems had been

laid; in many, their main practical functions had been to produce semi-skilled clerical and kindred workers for the administrative services and for commercial employment and, on a broader scale, to provide the rudiments of literacy, in close association with the activities of the religious missions, which had assumed the greater part of the responsibility for opening, staffing and running schools. On the one hand, illiteracy was patently widespread in several Territories, and on the other hand, the present sense of urgent need to expand educational facilities on a large scale and in a short time was not shared by public opinion. Among major difficulties facing such expansion were the inadequacy of buildings and other capital equipment and supplies and, most serious of all because of its cost in terms of time, the absence of enough trained teachers and administrative personnel. Moreover, some of the early post-war educational policies, although providing in all cases for an expansion of the systems, contained differences in approach deriving from ultimate objectives pursued in the Territories themselves: for some large groups of Territories, educational policy was designed as part of the process of gradual development towards self-government, and for others, it was shaped to fit conceptions of the assimilation of the Territories with the metropolitan countries. This led to differences of emphasis in matters of curricula and the development of various levels and types of education.

224. In some cases, advance towards self-government or independence preceded the establishment of adequate education systems. The last information transmitted on most of the Territories immediately before the attainment of self-government showed that this came about when their educational development was still far from complete. The last reported illiteracy rates were in most cases relatively high; free and compulsory primary education remained in many cases merely a distant goal; and the output of persons trained in skills and professions was not sufficient to supply the existing demands for their services.

225. Except for a few uniquely situated Territories with relatively small populations and a longer history of development, the same general description can be applied to the Non-Self-Governing Territories as a whole. By the end of the period under review, the objectives of educational policy in the Non-Self-Governing Territories had been more clearly stated and understood than ever before and were being more positively and vigorously related to the needs of peoples approaching full self-government. The expansion of facilities, of enrolments and of the output of educated and trained persons was in full swing almost everywhere and the progress made was impressive in comparison with conditions in 1946. Yet the gaps and the shortcomings in the educational systems and in the quantity and quality of their product remained large, not only in relation to the standards now universally deemed desirable, but also in relation to the immediate needs of the Territories themselves for purposes of economic and administrative development. The possibilities of still more rapid expansion of education continued to encounter some or all of a number of difficulties, notably the competing claims of other services on public funds, the still under-developed or unbalanced economies of many Territories, the rising costs of building, materials and personnel, and the effect of population increases of 2 to 3 per cent per annum.

226. Throughout the period under review, the Committee formulated definitions of education in the Non-Self-Governing Territories, determined the objectives to be sought through the implementation of the principles

thus defined, and noted with gratification the attempt of all the Administering Members to apply those principles to their policies. It considers that those definitions remain basically valid and warrant reaffirmation as an illustration of the evolution of a United Nations point of view that combines the most enlightened conceptions and practices of the Administering Members with those of States whose own knowledge and experience have made a particularly valuable contribution in this field.

227. In its special studies on educational conditions in Non-Self-Governing Territories in the years 1950, 1953 and 1956,<sup>34</sup> the Committee emphasized the crucial importance of education to progress in all other fields of development and particularly as a prerequisite to the raising of levels of living. Education was also considered to be an integral part of general progress aiming at the highest possible development of the individual in a changing society, as it trained him to use the tools of economic, social and political advancement towards the attainment of a full measure of self-government. The Committee asserted that it was necessary to establish systems of primary, secondary and higher education that would meet the needs of all, regardless of sex, race, religion or social or economic status, and would provide adequate preparation for citizenship. In resolution 1049 (XI) of 20 February 1957, the General Assembly recommended to the Administering Members that, according to the requirements of the territorial populations, they should consider the formulation of plans, with targets and dates—as was already the practice in some Territories—for various aspects of educational development.

228. In its most recent study on educational conditions in the Non-Self-Governing Territories, the Committee noted that the Administering Members generally subscribed to the principles and objectives set forth by the General Assembly and were seeking rapidly to achieve the broadest possible extension of full educational opportunities to the peoples concerned. Evidence of appreciable further progress could be found in increased facilities, enrolments and expenditures; yet it was equally clear that there remained vast areas where educational opportunities did not meet the needs of the peoples and their urgent demands for education. One of the most obvious gaps in these achievements was the still high incidence of illiteracy reported from many Territories: indeed the Committee concluded, as it had nine years before, that in the majority of the Territories the eradication of illiteracy was a problem of the utmost urgency.<sup>35</sup> When the General Assembly considered the Committee's report, it took particular note, in adopting resolution 1463 (XIV) of 12 December 1959, that the progress made in solving this problem had been "very slow".

229. The dimensions of the educational tasks still to be undertaken—and to an ever-increasing extent by the populations themselves through their own elected institutions and with their own resources—should not be allowed to minimize the positive results achieved since 1946. The Committee notes, as one striking means of illustrating the progress made, that UNESCO has been able to calculate an approximate enrolment increase of 90 per cent in all Territories in the ten years after

1946.<sup>36</sup> This represented an annual increase in school enrolments of 6.6 per cent over the decade, which was more than double the rate of increase of the school-age population. Of no less importance were an improvement in quality, more difficult to state in statistical terms, and a relative expansion both of facilities and of output at the secondary and higher levels and in the field of vocational training. It was also true that the facilities so far provided and the results so far achieved had in many cases served to stimulate an ever-greater demand for educational opportunities.

230. The Committee has also had a number of occasions to observe that the principle of systematic planning towards definite educational objectives—a principle fully endorsed by the General Assembly—had gained general acceptance among the Administering Members. This was, in fact, another of the more striking features of the period. Administering Members and territorial authorities formulated successive and comprehensive plans to expand the educational systems. As a rule, educational expansion was planned as part of wider programmes for economic and social development, supported by the provision of funds from the Administering Members; in this broader setting, education was generally given an important place. With the development of territorial political institutions, the extension or reformulation of educational plans and the revision of time-tables and the establishment of new targets and dates became, in many cases, the responsibility of those institutions. The Committee finds it gratifying to see the principles of forward planning maintained by the elected representatives of the populations, and also to see, in many cases, the application of those principles made subject to frequent revision and improvement in keeping with changing conceptions of the requirements, not only of the educational systems in themselves, but also of the other main aspects of social, economic and administrative development with which education is so closely linked.

231. In itself, this process of gradual transfer of responsibility to territorial bodies having a popular base was a further significant characteristic of the period. In the broader context, this trend was an essential part of constitutional change. Moreover, it has been the consistent view of the Committee that in the field of formal education, the attainment of the objectives of education can be ensured only when the inhabitants of the Territories are associated to an effective degree in the formulation of educational policy and in the administration of the educational system. It has therefore been considered the responsibility of the Administering Members concerned, not only to devote their own experience and resources to establishing the educational systems, but also to make it possible for public opinion to be brought increasingly to bear on the direction and further development of those systems, including their financing.

232. With fundamental changes taking place rapidly in the Territories, leading ever closer to the attainment of the objectives of Chapter XI of the Charter, it became all the more urgent to bring the people themselves to decide what forms of education they required and how education could contribute to the exercise of civic responsibilities. In its resolution 1050 (XI) of 20 February 1957, the General Assembly recommended that the Administering Members should intensify their efforts to establish, in Territories where it did not already exist, local machinery provided with sufficient financial

<sup>34</sup> *Official Records of the General Assembly, Fifth Session, Supplement No. 17 (A/1303/Rev.1), part two; ibid., Eighth Session, Supplement No. 15 (A/2465), part two; ibid., Eleventh Session, Supplement No. 15 (A/3127), part two.*

<sup>35</sup> *Ibid., Fourteenth Session, Supplement No. 15 (A/4111), part two, paras. 10-20, 44.*

<sup>36</sup> A/4131, para. 14 and table 1.

resources to perform its functions and staffed by duly qualified indigenous personnel responsible for the formulation of educational policy and the implementation of educational programmes.

233. The extent to which the process of the participation of the inhabitants in educational policies and in the administration of education advanced in the Territories after 1946 was determined principally by constitutional changes. It was also governed in part by developments in local government within the Territories, especially where these involved responsibility for local finances, and more generally by developments in the philosophy of education, mass education movements and community development, and the growth of more articulate forms of public opinion. In all these matters there was a great deal of diversity in the pace and nature of change, which in some Territories was fostered by long-term policies, while in others it tended to be withheld until a late date in the political evolution of the Territories. It was especially in the latter half of the period that in an appreciable number of Territories educational policies were being determined directly by wholly or largely representative territorial legislatures or by boards of education with delegated policy-making powers. In most of these Territories, in the Caribbean region, in Asia and in Africa, an elected representative subsequently assumed ministerial responsibility. Other forms of participation of indigenous inhabitants in educational policies and administration were developed in varying degree throughout the period, such as representation in central councils at the federal and regional level which determined, or advised in the determination of, educational policies, participation in voluntary agencies which shared with government administrative or advisory responsibilities, and membership of teachers' associations or parent-teacher groups represented on territorial and local educational bodies. On the other hand, during the period under review there were Territories in which, according to the Progress Report, the inhabitants were not participating in the shaping of educational policies and programmes or where this participation was just beginning to develop.

234. The Committee has noted that a trend in the development of local (as opposed to territorial) control over education was to be found in the devolution of administrative authority from centralized control. In a number of African Territories under the United Kingdom administration, for example, local education authorities co-ordinated with African local government authorities the work of religious missions or other voluntary agencies in their districts, planned future developments and allocated funds raised locally or provided by the central Government. The Committee has welcomed these developments, but has been aware of the difficulties which were likely to arise when local education authorities had the administrative powers but not the financial resources necessary to exercise their responsibilities for primary education.

235. Other forms of increased local responsibility for educational control have been noted by the Committee, such as the appointment of indigenous people to executive posts in the territorial administration, the staffing of schools with indigenous teachers, and the representation of teachers and parent-teacher groups on territorial and local educational bodies. All these forms of participation of the inhabitants in the educational process have warranted encouragement and expansion so that education might become a vital part in the process of the whole development of the communities con-

cerned. Increased possibilities were also given to indigenous inhabitants to influence educational policies and programmes by means of participation in metropolitan or regional conferences.

236. In summary, the Committee continues to be of the opinion that speedy educational advancement is usually obtained when there is the widest participation of the inhabitants in political bodies empowered to establish educational policies and to vote educational budgets, particularly when such a method is combined with wider participation of the inhabitants in the management of their own affairs. On the other hand, in systems where the participation of the inhabitants is non-existent or is restricted to advisory functions, and particularly when the latter are unaccompanied by financial responsibility resting on local or territorial bodies, results are likely to be much less satisfactory.

237. It is perhaps especially appropriate to deal at this point with the question of racial segregation in education, since it was evident at the end of the period that the relatively few Territories where important differentiations of treatment as between racial groups still affected education were generally those where the process of participation by the inhabitants in the management of economic, social and educational affairs had been least advanced.

238. In 1946, separate educational systems existed for children of different races in a considerable number of Territories. The principal distinctions made were between those of European and those of indigenous origin; but in some cases where non-European immigrant elements were also present there was a further separation of the systems. The facilities available to each racial group were not equal; it was the intention of educational policy to provide types of schooling reflecting what were then considered to be widely different cultures and social and economic status. The imbalance in the quality and quantity of the facilities provided for separate racial groups was attributed by the Administering Members concerned to the fact that each group, through different rates of taxation or fees, subsidized the education of its children according to the particular standards which it could afford.

239. The separation of systems of education in a manner which, even if not racially motivated, coincided with racial divisions in the communities concerned was obviously open to increasing risk of fostering interracial suspicion and, indeed, of contributing to discriminatory practices. Moreover, whether or not it had been feasible to provide equally advantageous facilities for each of the racial groups, it was liable to entail a multiplication of staff, effort and resources which no Territory appeared able to afford. From an early date in the period, therefore, efforts were made in a number of Territories—of which those under French administration provided a notable example—to abolish all such distinctions in the public school systems. In others, the principle of integration in educational facilities was proclaimed then or later, although in most of these cases a policy of gradual application of the principle, working downwards through the system from the university level, was applied. In the majority of these cases, the process of integration had not, at the end of the period, penetrated far into the secondary level, and the primary schools remained almost wholly separated. There also remained cases, as the Committee pointed out in 1959, where separate systems were still maintained as a matter of policy.

240. Both the Committee and the General Assembly have always been concerned with this problem and, on the occasion of this special survey of progress in the Non-Self-Governing Territories, the Committee cannot yet state that the problem has been resolved in all of the Territories. At a very early date, the General Assembly, in resolution 328 (IV) of 2 December 1949, invited the Administering Members to take steps, where necessary, to establish equal treatment in matters relating to education among the inhabitants of the Territories under their administration, whether indigenous or not. In 1950, the Committee expressed the view that, in the field of education, no principle was more important than that of equality of opportunity for all racial, religious and cultural groups of the population. In 1956, it declared that the principle of non-discrimination was an essential part of education, and that every effort should be made to develop a common school system open without distinction to children of all races. When the educational system had to make special provisions in order to meet special needs, particularly linguistic, of young children, transitional arrangements to meet such needs should be contrived so that every child might acquire both a knowledge of his culture and a sympathetic understanding of the culture of others, and at the same time the whole system might develop into a common school system.

241. The Committee reiterates the view expressed in 1959<sup>87</sup> that on no grounds whatsoever can education on a racial basis be justified, and recalls that the General Assembly, at its fourteenth session, by resolution 1464 (XIV) of 12 December 1959, renewed its urgent request to the Administering Members to intensify their efforts for its abolition.

## II. THE FINANCING OF EDUCATION

242. The financial cost of establishing and maintaining an adequate educational system is high even under the most favourable conditions. In the particular economic and physical circumstances of the greater number of the Non-Self-Governing Territories, the financing of education during the period under review imposed a relatively heavy demand on the public revenues, and gave rise to recurring problems in determining the emphasis to be given to it in the face of the claims of other services and of the need to invest heavily also in economically productive capital works. The period provided indications that the cause of education made headway in these respects: first, there was a steady raising of the level of education budgets; and, secondly, there was a small but significant improvement in the place given to education in total public spending.

243. The rise in expenditures on education was evident in the annual budgets of all the Territories.<sup>88</sup> In a number of them, it was in the range of 25 to 35 per cent annually; these Territories include a number of those in Africa—under United Kingdom, French and Belgian administration—where the need for expansion was most pronounced in 1946. In the several Territories where less substantial gains were recorded, it appears probable that a paucity of resources rather than a difference in policy provides the explanation.

244. Any evaluation of the general increase in expenditure on education must take into account the fact that the period was one of greatly increasing costs.

Materials and equipment rose in price at the same time as they had to be improved in quality and quantity; the same applied to the ancillary services, such as school meals, medical services and boarding establishments. The salaries of teachers, usually the largest single item of expenditure, also followed an upward trend from the inadequate levels that were common at the beginning of the period. In these circumstances, it may be said, therefore, that the real value of education budgets did not expand in as spectacular a fashion as the totals of expenditure would suggest.

245. In most Territories, by far the larger part of the cost of establishing, expanding and maintaining the educational systems has fallen on the populations themselves: it was a consistent characteristic of the period under review that the territorial budgets depending on local revenue carried the major part of the burden. The tendency, in fact, was for territorial financial responsibility to increase in keeping with the rest of the movement towards self-government. In Territories where voluntary agencies maintained an important part of the school system, their financial contributions out of their own resources diminished proportionately as assistance from public funds increased. Sources of revenue within the school systems, such as fees, appeared to be important in only a few Territories. The contributions of Administering Members to the funds available for education, although in themselves a pronounced feature of the period, were less significant in terms of the proportion of expenditure which they represented than because of the influence which they had on school systems by stimulating planning and providing capital funds for essential and costly items such as secondary education and teacher training.

246. Territorial funds for education—as distinct from the grants and loans made by the Administering Members—were derived from several sources depending on the prevailing policy and other conditions within a given Territory. Differences of approach affecting a large number of Territories may be illustrated by the general practices in Territories under United Kingdom and French administration. The former usually favoured a decentralized system, functioning first through mission societies, churches and other voluntary agencies, whose educational activity became increasingly subject to support from public funds and at the same time to the imposition of official standards and supervision; and secondly, through district and regional local government bodies, which were given some responsibility, including financial, for primary and secondary schooling in their areas. The French policy, by contrast, tended to centralization, with the territorial administrations (and subsequently Governments) playing a much more direct and predominant role in the provision and running of the schools and the territorial budgets carrying the cost. Both Administering Members contributed importantly through metropolitan funds, often for specific capital works.

247. Taking the Non-Self-Governing Territories as a whole, it is difficult from the statistics available to relate the metropolitan contributions to the educational budgets, but such comparisons as can be made indicate a good deal of diversity in this respect. In recent years, for example, Belgium was contributing between 4 and 6 per cent of the total expenditure and Australia as much as 26 per cent of what was, however, a considerably smaller budget. The actual amounts of assistance given by Administering Members through their various development funds included £29 million by the United

<sup>87</sup> *Official Records of the General Assembly, Fourteenth Session, Supplement No. 15 (A/4111), part two, para. 37.*

<sup>88</sup> A/4131, tables 2-17.

Kingdom in 1946-1956; 11,684 million French francs<sup>39</sup> by France during the first development plan (1946-1953) and 9,805 million francs during the second (up to June 1957); and 312 million Belgian francs<sup>40</sup> by Belgium in 1949-1955.

248. The rapid expansion of educational systems required an especially high proportion of funds to be devoted to capital expenditure, and, in particular, to the construction and equipping of schools. Moreover, the extension of facilities for secondary, technical and higher education and teacher training, requiring a much larger expenditure per pupil than at the primary level, is particularly costly, and, for most of the Territories, the finding of the large sums of money required to bring these facilities to an adequate level constitutes a problem still to be resolved. The necessary raising of standards in the existing school systems also entailed increased expenditures. Finally, at the same time as they were faced with the need for continued heavy capital expenditure, most territorial Governments found themselves confronted with an increasingly large responsibility for recurrent costs of the educational facilities already in operation.

249. The Administering Members have the responsibility to assist in the provision of adequate resources for the development of education in the Territories. They have shown that assistance can be effectively given in a variety of ways: on the administrative and professional level, through the provision of specialized personnel and through advice and guidance in measures of economy, administrative efficiency, the reduction of pupil wastage and the cutting of capital costs through the use of local materials, standardized designs and prefabrication; and on the financial level, through the financing and subsidizing of works and institutions to which the territorial Governments may find it difficult to allocate priorities in expenditure. The Committee considers that the Administering Members should endeavour to make increasingly generous contributions of these kinds: there can be no investment that would provide more fruitful results, in terms of opportunities for many millions of people, in the future lives of the Territories.

### III. PROGRESS TOWARDS FREE AND COMPULSORY PRIMARY EDUCATION

250. The principle of free and compulsory education is embodied in the Universal Declaration of Human Rights, which states that everyone has the right to education; that education shall be free, at least in the elementary and fundamental stages; and that elementary education shall be compulsory. These ideals were far from realization in the Non-Self-Governing Territories as a whole at the beginning of the period under review. The Committee is aware that it is the policy of Administering Members to introduce eventually universal, free and compulsory education in the Territories for whose administration they are responsible, but between the acceptance of the principles and the full or substantial attainment of the objectives there has been, and in many cases there remains, a formidable task of development.

251. Universality must naturally be sought first at the elementary level, and the documentation before

the Committee has indicated that, with obvious differences between and within geographical regions, the growth in primary school enrolment was steady during the period.<sup>41</sup> In a number of Territories, especially in Africa and South-East Asia, where in 1946 the ratio of children attending school to the estimated school-age population was lowest, the relative increase in enrolments was rapid. Nevertheless, ten years later, the proportion of children in the schools was still unsatisfactory, particularly so in the light of population growth.

252. The Territories in the Caribbean area were closer to the goal of free and compulsory education at the beginning of the period than were those in other regions, and such further progress was made there that by 1956 they were close to providing primary school places for all their children. Some Territories in the Pacific area and in the Indian Ocean reached a satisfactory level of school enrolment and showed a well-developed primary school system. This was largely because in these areas there was an acceleration of progress, enrolments were already high at the beginning of the period, while expansion kept pace with the growth of the population. Such Territories account, however, for only a small proportion of the non-self-governing peoples. In Africa, which contains the majority of these peoples, enrolment statistics in most of the Territories at the end of the period indicated insufficient development of the primary school systems, even where expansion had been marked by comparison with the situation prevailing at the outset.

253. Regarding legal measures to establish universal primary education in the Territories—although these alone are not enough—the Committee has previously (in 1953)<sup>42</sup> expressed the opinion that it would be advisable to proceed by steps towards regularly assigned objectives, such as: (a) compulsory regular attendance of those enrolled in schools; (b) minimum and maximum ages for admission to the various grades; (c) compulsory enrolment and attendance in regions where there are sufficient school facilities and staff; and (d) universal compulsory education.

254. In the Pacific area, in Territories under United States and New Zealand administration as well as in some Territories under United Kingdom administration in the same area, the objective of universal education was nearly achieved. On the other hand, there were Territories in the same area where either no provision for compulsion existed or only initial measures had been taken. Most of the Asian Territories did not have compulsory legislation. In most of the Territories in the Caribbean region, there were statutory provisions for compulsory education before 1946, but in a number of them the law was not enforced on the ground that accommodation was lacking. In the African Territories under French administration the tendency was to introduce compulsory attendance regulations to ensure that existing school places were adequately used. In other African Territories, no legal measures were taken during the decade in East and West Africa; in Southern African Territories, measures corresponding to the first three steps suggested by the Committee were taken, and some Territories in the Indian Ocean, such as Mauritius and the Seychelles, were working actively towards compulsory education.

<sup>39</sup> One hundred French francs were equal to \$US0.2857 from 1949 to 1957.

<sup>40</sup> One Belgian franc is equal to \$US0.02.

<sup>41</sup> A/4131, tables 19-22.

<sup>42</sup> *Official Records of the General Assembly, Eighth Session, Supplement No. 15 (A/2465), part two, para. 27.*

255. Limitations on the funds available for educational development clearly constituted one of the difficulties encountered in putting into practice the principle of compulsory education. This difficulty usually raised the question of the relative importance of economic and social development in development programmes as well as that of the competing demands within the educational system for the various levels of schooling. Other difficulties were those of providing school buildings and equipment and of staffing; in most cases, the solution of such problems as these was of greater practical importance than the enactment of compulsory legislation. A striking phenomenon of recent years has been the growth of internal pressure for more education; in almost every Territory the demand for schooling outstrips the supply.

256. The real expansion of an educational system must also be measured in terms of the quality of the education which the pupil receives and of the length of time which he spends at school. In both of these respects the conclusions to be drawn from the universal expansion of primary school enrolment in the Territories must be subject to qualifications. UNESCO has provided a definition of primary education that may serve as a useful general guide: namely, that it is the first stage of formal schooling from the age of five to seven years to the onset of adolescence, and the teaching of the fundamental skills, knowledge and attitudes which society expects to be the common possession of all citizens. In the Non-Self-Governing Territories, the Committee has previously had occasion to point out that the term "primary education" means different things in different Territories. In a few of them, it embraces eight years of good teaching at well-equipped schools; in some, at the other end of the scale, it means no more, for most children, than three or four years of irregular attendance at a crudely equipped school under the charge of a single teacher whose own training may have been only of an elementary character. Many Territories appear to provide variations of both kinds of primary education, with sharp differences in quality as between rural and urban areas.

257. Attention has frequently been drawn to the fairly common phenomenon of educational facilities not being used to their full capacity as a result of pupil wastage and retardation. UNESCO has observed in the rapidly growing school systems, particularly those of the African and Asian Territories, a characteristic distribution of pupils in the primary grades: the great majority during the period reviewed were to be found in the two lowest grades, and thereafter the numbers dwindled fast. Wastage of this kind results from two immediate factors: children leaving school after a year or two, and others failing to receive promotion to the next highest grade and being kept back to repeat the year's work one or more times. The result is a school system where most of the pupils are found in the lower grades and where too many of them fail to stay long enough even in the primary schools to complete the course successfully. Since it is only by mastering four or more years of the primary curriculum that a pupil may become permanently literate, it is obvious that a high rate of pupil loss represents a waste of human and material resources.

258. The progress made during the period in combating wastage is difficult to assess accurately from available statistics, but the information before the Committee shows that educational authorities in the

Territories were increasingly aware of the problem and several Territories undertook studies which led to remedial measures. They revealed a variety of causes of wastage: the movement of families, the need for, or pressure on, children to work on the farms or elsewhere, the attitudes of parents towards the school and towards their control of the children. Some of the factors may in turn have been rooted in deeper causes, such as failure to connect teaching with the needs of the community, poor quality of teaching and repeated failure of the pupil, or deficiencies in the economic and social situation of the community as a whole. Remedial measures taken in some Territories during the past decade included increasing local participation in control, improvement of the curriculum and teaching methods, and the establishment of parent-teacher groups.

259. The Committee also recognizes that there is a broad range of economic factors which have tended to impede progress towards universal primary schooling. The general economic and social background of pupils and their families and the child's place in the family economy, specially in agricultural areas, may be a cause of irregular school attendance. School medical services increased during the period under review. This development and the establishment and expansion of school meals schemes and the provision of free school materials proved their value in encouraging attendance and should be taken further.

260. In the period under review, the educational authorities became able to state more fully what the primary school should achieve: there was a general trend towards the adaptation of the content of schooling to territorial conditions and needs, or the development of fresh curricula to suit local conditions. Large-scale studies, experimentation within the Territories, conferences of educators and the development of higher education and research contributed to fundamental progress of this kind. Universities established in the Territories can clearly make a most valuable contribution to the development of curricula designed to achieve the aims of primary education in the Territories of their geographic area.

261. There was a gradual diminution of the practice—previously common where voluntary agencies operated most of the schools—of charging fees for tuition. Under most administrations, no fees were charged in public primary schools, but in several of the same Territories where missions and other voluntary agencies were still making a considerable contribution to the total school facilities, they were usually permitted to charge fees on an officially approved scale. Some Territories started granting aid to voluntary agency schools on the understanding that no fees would be levied.<sup>43</sup> The Committee considers that the provision of free primary education should receive high priority as one of the steps that must be taken to arrive at the establishment of systems of universal compulsory education in all the Non-Self-Governing Territories.

262. The Committee concludes that the measures taken during the period under consideration towards the establishment of universal primary education resulted in an important degree of quantitative and also qualitative improvement of the situation that prevailed in 1946. However, at the end of the period, the majority of the inhabitants of the Non-Self-Governing Territories did not have access to facilities for primary education.

<sup>43</sup> A/4131, paras. 246-248.



As recently as its fourteenth session, the General Assembly, observing that the progress made in eradicating illiteracy had been very slow, recommended in resolution 1463 (XIV) that the Administering Members should take all necessary steps to develop primary education in the Territories to the end that it might be raised as soon as possible to the level enjoyed by the peoples of the advanced countries.

263. The Progress Report lists the major problems as: (a) the provision of adequate funds for capital development and for rising recurrent costs in the future; (b) the pressure of rising populations, bringing a steady annual increase in the number of school-age children; (c) the difficulty of maintaining adequate standards during a period of rapid expansion; (d) the need for large numbers of well-trained teachers; and (e) the uneven spread of educational development within single Territories, owing to geographical, economic and historical factors. The Committee continues to believe that phased programmes of development, necessarily closely related to economic and social planning in general, provide the best approach to the objectives universally desired. It again suggests that among the successive targets in such programmes, where they have not yet already been attained, are the compulsory regular attendance of children already enrolled in schools; the introduction in selected areas of free and compulsory primary education; and, finally, the establishment of universal, free and compulsory schooling.

264. The Committee reiterates the view that, while the development of free and compulsory education is primarily the responsibility of Members administering the Non-Self-Governing Territories, it also calls for co-operative international action, both financial and technical. The General Assembly has already recommended that the Administering Members, in order to achieve the objectives of education and to solve the educational problems of the Non-Self-Governing Territories, should seek the technical advice of the United Nations Technical Assistance Administration and make the greatest possible use of the facilities of the specialized agencies.

#### IV. SECONDARY, VOCATIONAL AND TECHNICAL EDUCATION AND TEACHER-TRAINING

265. The quickening of development in economic, social and political fields during the decade naturally increased the demand for qualified administrative and technical staff, for skilled and semi-skilled workers and for persons able to go on to higher education. In most Territories, therefore, the enlargement of facilities for secondary education, and to an even greater extent for vocational and technical education, became a matter of increasing urgency. At the same time, the need for teacher-training at this level—to provide staff for the expanding primary school systems and trainees for higher teaching posts—grew rapidly.

266. In all of these spheres of post-primary education, most of the Territories started the period with facilities inadequate to meet the mounting demands which were to be made upon them. At the end of the period, although much yet remained to be done in a large number of Territories, especially those situated in Africa and the Pacific area, the expansion of secondary, technical and vocational education in many Territories was substantial. Nevertheless, the need in public and private employment and in the higher institutions for young men and women who had completed post-

primary training of various kinds exceeded the output in some Territories.

267. Secondary education has a dual function: first, to equip young persons to take an immediately productive or useful place in the community and, secondly, to produce the recruits for the leading professions, in the persons of students ready for higher education and advanced training. The success of a secondary school system may be judged by the extent to which it serves both purposes. In the case of most of the Non-Self-Governing Territories, progress must be measured in terms of the evolution of this conception of the purpose of secondary education as well as in terms of the expansion of facilities and of their output. In a certain number of Territories, the decade opening in 1946 marked the very beginning of a secondary school system; in most of the others, it saw modifications in organization, curricula and examination requirements. At the end of the period, further adaptation, especially in the direction of more broadly based courses, appeared desirable and likely to take place.

268. The original purpose of secondary schools in most of the Territories which possessed them in 1946 was to prepare students—an extremely small fraction of the already small numbers who could complete a full primary course—for higher education or entrance to the professions. The level and nature of the secondary courses were therefore designed to produce qualifications which would be acceptable in metropolitan countries, and the requirements of these accordingly dominated the curricula. Considerable modification of this situation resulting in greater flexibility in the examination requirements and in the development of a more broadly based system, including “modern” schools, took place in almost all Territories. For example, territorial languages were accepted for secondary examination purposes; other changes included modifications of the metropolitan programmes of study in history, geography, and natural science. The broadening of the base of secondary education, undertaken in different ways under different administrations, essentially represented a lessening of emphasis on traditional academic education through the provision, separately or in combination, of general courses including practical subjects.

269. In almost all Territories, the rate of expansion of secondary enrolments was higher than that in primary education. However, nearly everywhere, secondary school enrolments, in comparison with the primary enrolments in 1956, which in themselves were usually below a satisfactory level, remained low. In United Kingdom Territories in Africa, for example, the ratio ranged most commonly from under 1 per cent to under 6 per cent; in the French Territories, the range was from 2.3 per cent to 7.1 per cent; in the Belgian Congo, the proportion was 3.1 per cent; and in Papua, it was 2.5 per cent.<sup>44</sup> Wastage was evident, moreover, at various stages of secondary courses.

270. The relative capacity of the secondary schools in most Territories was, in fact, so limited even at the end of the period reviewed that selective procedures of an often severe character were still widespread. UNESCO has stated that perhaps the most significant fact about the passage from primary to secondary schools was the small proportion of students who found secondary places. In Territories which evolved development plans, it was commonly assumed that about 20 per cent of those leaving the last primary or middle-

<sup>44</sup> *Ibid.*, paras. 319-330.

school grade would enter the first secondary grade; and where the levels of schooling were less closely articulated, the selection was even more severe.

271. The necessarily rigorous process of selection was, and continues to be, carried out mainly by means of examinations. An economic selection also operates, for tuition fees are charged in a number of Territories, and boarding schools in most cases make charges. These costs are to some extent alleviated by systems of scholarships and free places but, as UNESCO has pointed out, the ability of families to support children at secondary schools or to sacrifice their potential earnings remains a factor in recruitment to these schools. The Committee has observed in the past that the obstacles to the fullest development of secondary education are considerably greater in those Territories where fees are charged than in the Territories where secondary education is free. At the same time, there were frequent reports during the period that secondary schools were not receiving recruits of high enough standard; this usually reflected uneven development at the primary level and also the differences that remained between the orientation of the primary and secondary curricula.

272. In spite of the expansion and improvement of the systems of secondary education, they remained far from adequately developed at the end of the period. In the Committee's view, measures are urgently necessary to ensure a substantial increase in the flow of children from primary to secondary schools through accelerated programmes of expansion, to which the most important obstacles appear to be the inadequacy of available public funds and the poverty of the people as a whole. The problems of finance arise from the cost, not only of buildings and the equipment of laboratories and libraries, but also of training the necessarily highly qualified teachers, who have been universally in short supply.

273. The Committee believes that there are certain principal needs on which attention must be concentrated in the future development of secondary education. First, in educational planning and the allocation of finance, the expansion of secondary education must be integrated with the raising of standards in primary schools, with the training of secondary school teachers and with the needs of institutions of higher education. Secondly, in the financing of secondary education, still wider provision of boarding facilities and of free places is needed, so that no child with ability need be debarred from schooling by geographic or economic circumstances. Thirdly, further adaptation of curricula to the social background of the students entails the recognition of the value of a more broadly based secondary course, embracing "practical" subjects and vocational studies as well as those preparatory to higher education.

274. As a result of economic development, stimulated by policies of raising productivity and standards of living and the promotion in some Territories of industrialization, attention was increasingly directed during the period under review to the need for developing technical and vocational education. Technical school systems existing in 1946 in Territories under French administration underwent considerable expansion and modification in the subsequent years. In Territories under United Kingdom administration, there was a steady expansion after 1946, when technical education was in its infancy in most Territories. In the Belgian Congo, a vocational school system of considerable dimensions was set up; in Netherlands New Guinea, a

system of junior technical schools was established; and in United States Territories, opportunities for vocational education were expanded to reach a large proportion of secondary school enrolments. In Papua, facilities for technical training were being expanded and a broad apprenticeship scheme had been put into effect. A significant development of the period was the setting up of new centres for higher technical education in the form of colleges of technology and university faculties, some of which serve a number of Territories on a regional basis. In a few cases, the voluntary school system made a contribution; this was to some extent true also of private enterprise, although industry and commerce, on the whole, did not undertake much responsibility for training their workers.

275. Numerically, however, expansion in this field was much less marked than in some other branches of the educational system. Since at the present stage of development of many Territories a large number of technicians is urgently needed, and the situation is likely to grow more acute, training facilities are, on the whole, still inadequate and there is a pressing need for the establishment of more technical institutions at various levels offering courses most appropriate to local requirements.

276. Vocational programmes must obviously be related to future no less than to present requirements of the economy, and educational planning in this field calls for a rigorous inspection of the results of technical and vocational education, which in turn implies adequate surveys and projections of the manpower situation in the Territory concerned. UNESCO has remarked that, while some recent development plans are based on a broad classification of the wage earning population into agriculture, industry and public service, such classifications are too broad to permit the accurate forecast by group of occupations which is required. In this connexion, the International Standard Classification of Occupations published by the ILO in 1958 would be a useful guide to the territorial Governments. Technical and vocational training must also be closely linked to the rest of the school system and at the same time maintain contact with commerce and industry through such means as advisory bodies on which employers and trade unions should be represented.

277. No doubt because of the demands of other branches of schooling on available funds, and because of its relatively high *per caput* cost, technical and vocational education has not yet attained the position of importance which it should have in most Territories. Its development, and its claim on financial resources, suffer from the prejudice still existing in some areas against a form of education which has as its primary aim the production of manual workers, however highly trained; from the deeply rooted tendency of the general schools to prepare for clerical employment and therefore to divert the best pupils away from technical training; from shortage of qualified staff; and from wastage through premature employment. There remains a compelling need to enhance the prestige of skilled and semi-skilled trades as an investment for future economic development; to broaden the base of vocational training by providing general along with technical education; to provide effective vocational guidance services; and also to enlarge facilities for in-service training for persons already in employment. It is, of course, clear that a close link should exist between technical and vocational education in general and programmes of practical



training in these fields. The continuing study by the ILO of problems of technical and vocational training in the light of technological developments and their repercussions on the manpower situation emphasizes the conclusion that the wider dissemination of productivity techniques, training of supervisors and instructors, training-within-industry schemes, apprenticeship and fellowship programmes are all vital elements in a co-ordinated effort to raise living standards and are particularly relevant to the situation in many Territories.

278. One of the most pressing problems of the period under review was to find adequate numbers of properly trained teachers for the primary schools and—hardly less difficult in spite of the smaller numbers involved—for secondary education. The expansion of the primary school systems was largely regulated by the rate at which the authorities could provide trained teachers to take charge of the new classes, to make good losses from retirement and to reduce the unduly large proportion of unqualified teachers who had been taken into the schools. The expansion of secondary education, however limited, was equally accompanied by a demand for secondary school teachers which most Territories found difficult to meet. From the beginning, for primary teachers at least, the only feasible source of recruits was the Territories themselves, and most Territories began the period inadequately equipped for training large numbers of new teachers.

279. The goal of policy in all Territories has been to reach a system under which primary teachers will have the equivalent of general secondary education followed by one or more years of professional training. In practice, however, transitional arrangements were commonly made to take students of varying levels of achievement, from completed primary education to lower secondary schooling, and give them courses of various lengths. The general trend was the establishment of full-time institutions. In a number of Territories under French and United Kingdom administration, the training centres developed progressively and reached the level of post-secondary education; and in all the Territories under United States administration, completion of secondary schooling was required before students started teacher-training courses. Other forms of training have been provided in many Territories through in-service training, which has proved to be of value in raising standards where training facilities are limited and there is a backlog of unqualified teachers, and through the pupil-teacher system.<sup>45</sup>

280. The degree of success in meeting the demand for qualified primary school teachers may be measured through the pupil-teacher ratio, the proportion of teachers in training to those in service, and the ratio of trained teachers in the total teaching body. By these standards, a fair measure of success was on the whole attained during the period. Of the main groups of Territories, those under United Kingdom administration usually avoided unduly large classes, the proportion of trained to untrained teachers rose in many cases to well over 50 per cent, and the ratio of trainees to serving teachers was often much higher than the desirable minimum, which, according to UNESCO, should be probably of the order of 15 per cent. In some of the French Territories, the sizes of classes, already high, tended to rise, but elsewhere remained at the satis-

factory level of thirty to forty pupils per class. In the Belgian Congo, class size was held to a satisfactorily low point. These results must, of course, be considered in the context of a rate of expansion of the school systems as a whole which the Committee has felt to be lower than desirable.

281. It is the view of the Committee that the rapid extension of primary education towards the goal of free, compulsory education for all children calls for the maximum possible expansion of teacher-training facilities in the Territories and that provision for this expansion is a crucial factor in all educational planning. Continued efforts are needed to do away with any further recruitment of non-qualified teachers, and to raise still higher the standards of the training courses for primary teachers.

282. At the level of the secondary schools, where university qualifications for teaching are required, the territorial sources of teachers were small or non-existent at the beginning of the period. They were still inadequate at the end; recruitment abroad or the training abroad of students from the Territories remained the principal ways of securing such teachers. Recruitment abroad was encountering difficulties caused partly by the fact that the expansion of educational services within the Territories has created a need for supervisory and administrative staff who have also been sought abroad, and partly by the competing needs for teachers in the expanding secondary school systems of the metropolitan countries. Among programmes developed to meet the territorial shortages, mention has been made of a co-operative scheme between Fiji and New Zealand for the secondment of teachers by the latter country. Similarly, the training abroad of students from the Territories, while it has so far been an important source of supply, cannot provide the long-term solution, which is to be found primarily in the training of secondary teachers in territorial or regional universities. Such training became available at relatively early dates in the well-established universities in Alaska, Hawaii, Hong Kong and Puerto Rico, and has since been extended to the new universities elsewhere.

## V. HIGHER EDUCATION AND SCIENTIFIC AND CULTURAL INSTITUTIONS

283. The period began with opportunities for higher education open only to a few even in most of the more populous Non-Self-Governing Territories. A certain number of universities and small specialized colleges for higher education existed before 1946: universities in Alaska, Hawaii, Hong Kong and Puerto Rico are examples of the former, and post-secondary courses in Surinam and Nigeria typify the latter. In these Territories and elsewhere there was also a trickle of students to institutions abroad; but for the Non-Self-Governing Territories as a whole, the annual total of indigenous students receiving higher education was extremely small. This situation reflected, above all, the low levels of educational growth and standards at the primary and secondary stages in most of the Territories.

284. By the end of the period, the picture was somewhat brighter. The existing territorial institutions had continued to develop through both increased enrolments and wider facilities; the flow of students overseas, with the assistance of public and private funds, had greatly increased; and new territorial and regional institutions had been established so that few Territories were with-

<sup>45</sup> For comparative statistics on teaching staffs, see A/4131, tables 32, 33, 34.

out access, if in several cases to a limited extent, to such centres of higher learning. The decade after 1946 saw much effort devoted to buildings, equipment and staffing, the results of which, in terms of enrolment and status, were only beginning to show by 1956 but could be expected to improve progressively year by year.

285. In some cases, entirely new institutions were set up; in others, universities grew organically from older institutions and post-secondary courses. Such development took place, for example, in the West African Territories of Nigeria and Sierra Leone under United Kingdom administration. In French West Africa, a group of higher schools teaching law, preparatory medicine and pharmacy, science and arts, which came into existence only after 1946, was constituted in 1950 as an Institute of Higher Studies, and in 1957 became the University of Dakar. A similar development was under way in Madagascar. In the East African Territories under United Kingdom administration, a regional approach was taken in the development of the long-established Makerere College in Uganda, which in 1949 became the University College of East Africa. This was followed in 1956 by the opening of the Royal Technical College of East Africa, situated in Kenya but similarly intended to serve the needs of the region. The University College of the West Indies in Jamaica, founded in 1948, again exemplifies the regional approach. The Belgian Congo has two universities of more recent development, and the University College of Rhodesia and Nyasaland was set up in 1955. All of the territorial and regional institutions are open to students of all races; it is at this level that the separation of educational facilities referred to earlier in the Committee's report effectively disappears.<sup>46</sup>

286. The enrolment figures at the principal institutions serve to indicate the extent of higher education in the Territories concerned. At about the end of the period, and excluding pre-university courses, the State University of Leopoldville in the Belgian Congo had seventy-nine students and the private Lovanium University Centre 105, over one-half of the total being Europeans; the University College of Nigeria and the College of Arts, Science and Technology in the same Territory had over 1,000 enrolled; Fourah Bay College in Sierra Leone had 234; the University College of East Africa, 625 and the Royal Technical College, 210; the University College of the West Indies, 494; the University of Hong Kong, about 800 and technical and private institutions, several thousands; the University of Dakar, 489; the higher schools in Madagascar, 446; and the Territorial College in Guam, 236. Singapore was served principally by the University of Malaya, and Nyasaland and Northern Rhodesia by the new college in Southern Rhodesia. In what were then other Non-Self-Governing Territories, the University of Alaska had 979 students and that of Hawaii, 5,340. The University of Puerto Rico had over 14,000 enrolments before the Territory became self-governing.<sup>47</sup>

287. The above figures suggest that, by 1956, many of the most heavily populated Non-Self-Governing Territories had far to go before their higher educational institutions could produce degree students in substantial numbers. Study abroad is known to have expanded steadily over the period, and where figures are available, they indicate that some Territories had more university

students overseas than in their own institutions. The Committee's view in this matter has been that the Territories should not depend for higher education primarily on the facilities available in metropolitan universities; that eventually recourse to overseas education should be had only in those fields where specialization, interchange and final practical experience are required, in undergraduate courses that cannot reasonably be provided locally, and in post-graduate studies; and that the general aim of policy should be to develop the requisite facilities in the Territories themselves, an objective which does not preclude regional institutions from playing a useful part so long as they can meet the expanding needs of the individual Territories served by them.

288. At the end of the period under review, the impact of the newer institutions on the life of the Territories which they served was already appreciable. It may be noted that the value of extension work, which generally helps to ensure that the institution remains in touch with the people, was recognized from the outset in many cases, and departments of extra-mural studies have functioned effectively in these Territories.

289. The real achievement of the period under review in the sphere of higher education was the laying of institutional foundations in every region, if not in every Territory nor even in each of the larger Territories. In many Territories, with the continuing improvement in the lower levels of educational systems, the active demand for higher education is likely to continue to outstrip the facilities in the near future. Development at the university and technical college level is more costly and more difficult to staff than at any other, and, in laying the foundations, the Administering Members have met most of the initial expenditure, but the main burden of recurrent costs and expenditure for expansion has fallen on the territorial Governments. Further external assistance appears in most cases an essential need if higher education is to continue to develop.

290. The development of scientific and cultural institutions, apart from the facilities for higher education in the Non-Self-Governing Territories, should be noted. A large number of scientific research institutions were established or further developed during the period under review, both at the territorial and regional levels; and considerable progress was made in scientific research of immediate and long-term value for the economic and social development of the Territories. Scientific research was stimulated by the activities of some of the specialized agencies of the United Nations and by such inter-governmental bodies as the Commission for Technical Co-operation in Africa South of the Sahara (CCTA), the South Pacific Commission and the Caribbean Commission, each of which has its own research council. At the interterritorial level, the East African High Commission built up a number of important research establishments. Scientific research institutions, both territorial and regional in scope and character, were established in Territories under French administration. *L'Institut pour la recherche scientifique en Afrique Centrale* (IRSAC) in the Belgian Congo has become one of the most important research groups in Africa. Academic institutions and research foundations also became increasingly important centres of scientific research in fields of particular interest to the Territories and regions which they serve.

291. In this cultural sphere, the growing recognition of the value of library services to the community and

<sup>46</sup> See above, paras. 237-239.

<sup>47</sup> For more complete and detailed statistics, see A/4131, tables 28-31.

their effectiveness as an integral part of the educational system was reflected in the creation of new libraries, increases in the acquisition of existing ones, and improvements in their services. Relatively little development took place in the establishment of museums.

## VI. EDUCATION OF GIRLS AND WOMEN

292. The period under review saw virtually universal acceptance of the need, in societies undergoing rapid change, to give particular attention to the education of women in order that they may better fulfil their natural role in the family and the community and also contribute as individuals, equally with men, to economic, social and political advancement. Educational authorities have recognized that, since an educated mother is likely to pass on a foundation of education to the next generation, the education of women should have an effect of almost immediate value to the whole educational system.

293. The general experience throughout the period, however, was that in the under-developed school systems still prevailing in most of the Non-Self-Governing Territories the education of girls lagged behind that of boys. Although in most Territories in the Caribbean and in some of the Asian and Pacific Territories with fairly well developed school systems, a balance between the number of boys and girls, especially in primary schools, was established; in other Asian Territories and in almost all African Territories, where the vast majority of dependent peoples live, there was a persistent disparity between the education of boys and that of girls.<sup>48</sup> In a number of Territories, some steady, though slight, progress was made in bridging the gulf between the education of boys and that of girls in the primary field, but in a few others, despite an over-all increase in primary education, the gulf widened somewhat. According to UNESCO, an enrolment of girls of 40 per cent or more of the total enrolment might be regarded as satisfactory. The ratio in French and United Kingdom Territories in Africa, in 1946, was well below that mark, and in 1956 the enrolment of girls in these Territories, with some exceptions, did not exceed 30 per cent of the total primary enrolment. In a few Territories, such as French Equatorial Africa, Aden and British Somaliland, it was about 10 per cent, or less, of the total enrolment.

294. This disparity at the primary school level was even more unfavourable in the field of secondary education, where girls made up a smaller fraction of the enrolments. At the university level, the proportion of women students was in fairly direct relation to that of the girls attending secondary schools. In the field of vocational education, domestic science schools were developed in some Territories at the upper primary level; at the secondary level, home economics courses appear to have progressed slowly and greater advance was made in teacher training.

295. Social, economic and educational factors appeared to cause the lag in the education of girls. Among these were prejudices against the education of women, the burdens of domestic and field work placed on girls at an early age, the scarcity of opportunities for girls to find employment in an undiversified economy, and the shortage of women teachers. Educational authorities paid increasing attention to the problem of providing an integrated and suitable curriculum and to the devel-

opment of secondary schools for girls, often established in conjunction with teacher training centres.

296. The problem of the education of girls and women requires, as the Committee has previously stated, constant re-examination to determine more precisely the practical and psychological obstacles that prevent its more rapid solution and the measures necessary to surmount it. The Committee considers that the following measures, recommended in previous reports, will help to improve the education of girls and women and should be vigorously pursued: (a) the increasing adoption of free education; (b) the inclusion of girls in any schemes of compulsory primary education; (c) the establishment of more primary schools for girls in Territories where co-education is not yet the practice; (d) the development of technical training in fields suited to women; (e) the encouragement of the recruiting of girls for teaching; (f) improvements in the status and remuneration of women teachers; and (g) the extension of education opportunities for adult women.

## VII. ADULT EDUCATION AND ERADICATION OF ILLITERACY

297. Because education in its broadest sense is a necessary basis for progress in other fields, the inability of a substantial part of the population of many Non-Self-Governing Territories to read and write constitutes a deficiency preventing not only the individual but also the community from rising rapidly to higher standards of life.

298. The extension of formal schooling, and especially of free and compulsory primary education, is the surest way to the eradication of illiteracy among the population as a whole, and the progress made and shortcomings left in this respect have already been described. It was obvious at the beginning of the period, however, that even the most rapid extension of school enrolment to the whole child population could not solve the problem of illiteracy in Territories where a large part of the population had already passed beyond school age and had entered adult life unable to read and write. It was therefore important that programmes should be formulated for the eradication of illiteracy and the promotion of adult education, that these programmes should be co-ordinated with other essential plans for economic and social development, and that they should emphasize different features according to the requirements of the community and include measures designed to prevent those who had been taught from falling back into illiteracy.

299. No quantitative measure can be given of the progress achieved in reducing illiteracy in the Non-Self-Governing Territories as a whole, because definitions given to literacy have differed widely, both in terms of the skills involved and in terms of the age-range of the population for which a literacy rate is reported. UNESCO has made commendable efforts to secure greater uniformity in education and literacy statistics which may be expected to bear fruit during the next cycle of censuses. However, the compilation of comparable statistics may still meet difficulties, as statistical services in many Territories are not yet equipped to take over the additional work that the collection of the statistics desired by UNESCO would entail. The Committee has already recommended that the Administering Members should undertake, if necessary with the assistance of UNESCO, sample surveys to permit a

<sup>48</sup> A/4131, table 22.

better evaluation of the latest achievements in the field of adult education and the eradication of illiteracy.

300. Such statistics as are available for 1950 give an approximate indication of the scope of the problem of illiteracy in the Territories. While nearly all Territories in the Caribbean region and some in the Pacific had low illiteracy rates, other Territories in the Pacific and most African Territories had illiteracy rates ranging between 70 and 90 per cent of their adult population.<sup>49</sup>

301. Among the measures taken to improve this situation, the most common were the organization of literacy campaigns, the development of part-time courses for the purpose of either extending studies or of completing schooling which had been interrupted, and social education among adults as a part of a general effort to raise social and material standards of living in their communities.

302. Literacy campaigns of a systematic type were conducted in many Territories of Africa, the Caribbean and the South Pacific. Several measures were involved in the organization of these campaigns: the supply of books and other necessary materials, the organization of training courses for instructors, and the establishment of local committees to assist the campaigns in their own areas. Regional and territorial co-ordination also proved highly desirable in several cases.

303. Literacy teaching must enable the students to acquire skill beyond the bare minimum, so that they can and will continue reading on their own. An adequate supply of suitable reading material is essential if the work done during the literacy programme is to have any permanence. The Committee has noted with interest that new methods were being sought by educational authorities in solving the problems of publication and distribution of reading materials.

304. Provisions made for adults by regular education systems, and especially by the higher institutions, to pursue part-time study were a noteworthy characteristic of the period. These programmes have taken

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<sup>49</sup> *Ibid.*, paras. 599-606.

various forms with differing objectives: preparation for public examinations; tutorial classes lasting for at least one term; single lectures, short courses at universities during vacations, and credit courses which count towards degree requirements. A particularly active part in work of this type was taken by the departments of extra-mural studies of the University Colleges at Ibadan (Nigeria), Fourah Bay (Sierra Leone), Makerere (East Africa), and in the West Indies. Various forms of vocational and continuation courses for adults were also developed in several Territories in all the major geographical areas and led to the establishment of adult education councils, adult education divisions, evening institutes and vocational training centres for adults.

305. Another noteworthy development was the inception of workers' education programmes in some Territories, generally under the auspices of local and international trade union bodies supported by technical advice and material assistance from the ILO. The African Labour College of the International Confederation of Free Trade Unions (ICFTU) at Kampala and the ICFTU temporary institutions at Lomé and Brazzaville are examples of activities which might usefully be extended to other Territories, since these programmes are intended, not only to promote more effective participation in trade union activity and related matters, but also to foster improved labour-management relations and indeed to provide ultimate benefit to society as a whole in dealing with the economic and social issues that confront newly-developing countries.

306. Also of much importance in this field were the emergence and application of the concept of comprehensive social education, which found its expression particularly in "community development" programmes in United Kingdom Territories, in the "community schools" movements in United States Territories and in "fundamental education" programmes in Territories under French administration. These programmes were conceived as part of a general effort to raise social and material standards of living in the community concerned and were generally guided by the principle that community participation and community contribution should match official help.

## Part Three

### REPORT ON ECONOMIC CONDITIONS IN NON-SELF-GOVERNING TERRITORIES

#### I. Introduction<sup>1</sup>

1. The Committee on Information from Non-Self-Governing Territories consists of the seven Members of the United Nations which, being responsible for the administration of the Territories, transmit information to the Secretary-General under Article 73 e of the Charter, together with an equal number of non-administering Members of the United Nations elected by the Fourth Committee on behalf of the General Assembly.

2. The Committee examines summaries and analyses of the information furnished by the Administering Members on economic, social and educational conditions in the Territories. It is invited to submit to the General Assembly reports containing such procedural recommendations as the Committee may deem fit and "such substantive recommendations as it may deem desirable relating to functional fields generally but not with respect to individual Territories" (resolution 1332 (XIII) of 12 December 1958).

3. In 1951,<sup>2</sup> in 1954<sup>3</sup> and in 1957<sup>4</sup> the Committee prepared special reports on economic conditions in the Non-Self-Governing Territories. The General Assembly, by resolutions 564 (VI) of 18 January 1952, 846 (IX) of 22 November 1954 and 1152 (XII) of 26 November 1957 respectively, approved each of these reports as a brief but considered indication of economic conditions in the Non-Self-Governing Territories and of the problems of economic development, and invited the Secretary-General to communicate the reports to the Members of the United Nations responsible for the administration of Non-Self-Governing Territories, to the Economic and Social Council, to the regional economic commissions, to the Trusteeship Council and to the specialized agencies concerned.

<sup>1</sup> The draft of the present report was prepared by a sub-committee of the Committee on Information from Non-Self-Governing Territories composed of the representatives of Brazil, Ghana, India, the Netherlands, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

The members of the delegations who served on the sub-committee were: *Brasil*: Mr. Julio Agostinho de Oliveira, Mr. Dário Castro Alves and Mr. Alvaro da Costa Franco; *Ghana*: Dr. Amon Nikoi; *India*: Mr. M. Rasgotra; *Netherlands*: Mr. L. J. Goedhart, Mr. B. M. Smulders and Dr. J. V. de Bruyn (expert); *United Kingdom*: Mr. G. K. Caston, Mr. R. A. Browning and Mr. T. B. Williamson (special adviser on economic affairs); and the *United States*: Mr. Francis L. Spalding, Mr. Merrill C. Gay (economic specialist adviser) and Mr. John W. Simms.

The Chairman of the sub-committee was Mr. M. Rasgotra (India).

The Rapporteur of the Committee and the representatives of the ILO and FAO also participated in the debates of the sub-committee.

<sup>2</sup> *Officials Records of the General Assembly, Sixth Session, Supplement No. 14 (A/1836)*, part three.

<sup>3</sup> *Ibid.*, *Ninth Session, Supplement No. 18 (A/2729)*, part two.

<sup>4</sup> *Ibid.*, *Twelfth Session, Supplement No. 15 (A/3647)*, part two.

4. In 1960, the Committee was again called upon to pay special attention to economic conditions in the Non-Self-Governing Territories. It undertook this task on the basis of the information transmitted by the Members responsible for the administration of the Territories and also in the light of the views expressed in its 1951, 1954 and 1957 reports. In addition to summaries of the information that had been transmitted by the Administering Members relating to economic conditions up to the end of 1958 or to mid-1959, the Committee had before it studies prepared by the Secretariat of the United Nations, FAO and the ILO. The present report should be read in conjunction with these studies, which are listed in the annex, together with the summary records of the Committee's discussions.

5. It will be recalled that by resolutions 933 (X) of 8 November 1955 and 1332 (XIII) of 12 December 1958, the General Assembly reiterated its invitation to Members to attach to their delegations persons specially qualified in the functional fields within the Committee's purview. In 1960, it had the advantage of the presence of economic advisers in the delegations of the Netherlands, the United Kingdom and the United States. The Committee appreciates the contribution made by these advisers to its work. By the above two resolutions the General Assembly also repeated the invitation, contained in resolution 744 (VIII) of 27 November 1953, to the Administering Members to attach to their delegations indigenous persons specially qualified to speak on economic, social and educational policies in the Non-Self-Governing Territories. No such persons were included in any of the delegations to the Committee's session under report.

#### II. General developments

6. In its examination of the Report on Progress in the Non-Self-Governing Territories, on which the Committee is separately presenting its observations and conclusions,<sup>5</sup> the Committee covered a broader field of economic activity than that embraced by the present survey. The studies prepared for the triennial consideration of economic conditions in the Non-Self-Governing Territories, while in effect serving to supplement the Progress Report, were designed primarily to deal with certain particular aspects in which the Committee had expressed an interest at its 1957 session, such as trade and banking, the shift towards a monetary economy, and other changes in the economy of the Territories, and their reflection, if any, in the living conditions of the indigenous population. The present report therefore deals principally with these matters. The Committee has also reviewed, to the extent that information was available, the major general trends of economic development in the Territories during the period 1955-1958, taking into account certain data more recent than those contained in the Progress Report.

<sup>5</sup> Part two of the present report.

7. The three years under review do not, in the Committee's view, constitute a special period with characteristics all its own from the point of view of economic development. In one year, 1958, conditions facing underdeveloped countries were, in general, unfavourable, and in another, 1957, many raw materials producers enjoyed comparatively favourable conditions. Nevertheless, the generally unfavourable conditions in most of the Territories, and, in particular, the sharp fluctuations which occurred in their terms of trade, as reflected in the deficits to be found in their balances of payments on current accounts, point up the continuing deficiencies in the structure of their economies.

8. In the Territories under United Kingdom administration, gross domestic product at current prices increased by nearly 20 per cent between 1955 and 1958. At constant prices, the annual rate of increase in gross domestic product of these Territories was from 5 to 6 per cent. Expenditure on gross fixed capital formation increased by 27.5 per cent between 1955 and 1958. Private investment slowed down from an estimated £100 million in 1957 to an estimated £80 million in 1958; this slowing down was connected with the fall in prices during 1958. The financing of economic development in the United Kingdom Territories during the period encountered greater difficulties owing to increases in the Territories' recurrent budgetary expenditures brought into being by earlier development expenditure and to limitations on the amounts of loans which could be floated on the London market. These difficulties were intended to be met by the Colonial Development and Welfare (Amendment) Act of 1959, which allocated an additional sum of £95 million for the period 1959-1964. Including unspent balances from previous allocations, £140 million will be made available for this period. Moreover, the Committee was informed that £100 million will be made available to the Governments of the Territories by loans from the United Kingdom Exchequer.

9. In Netherlands New Guinea, a predominantly agrarian country, the value of exports of products of indigenous agriculture increased from 4,710,000 guilders in 1955 to 7,692,000 guilders in 1958. Capital investments were made by the Government for the establishment of new industries, such as a modern ship-repair yard and a sawmill. In 1957 and 1958, total imports of investment goods amounted to 45,139,700 guilders and 30,505,700 guilders, respectively. The contributions of the Netherlands Government to the territorial budget increased from 67,941,223 guilders in 1955 to 71,950,000 guilders in 1959.

10. In Papua under Australian administration, there has been a steady rise in the volume and value of exports of agricultural products, including those of indigenous agriculture, such as copra, cocoa and rubber. The Territory's revenues continue to be supplemented by annual grants from the Government of Australia, which amounted in 1959 to £A4.7 million, while internal receipts of the Territory amounted to only £A2.05 million. Public investment financed by these grants is reported to have stimulated private investment.

### III. Terms of trade

11. At its 1954 and 1957 sessions, the Committee had emphasized the considerable repercussions on the economy of the Territories of fluctuations in the prices of their export products. In a number of Territories

on which relevant data were available, terms of trade have been subject to sharp fluctuations of considerable magnitude. Where these fluctuations have been due to a sudden downturn in the prices of exports, they have frequently had serious consequences for the economies of the Territories concerned. The timing of these fluctuations in the different Territories has not necessarily coincided, as they depended mainly on variations in the prices of the main export products, which differ in kind from one Territory to another.

12. In conditions where export earnings can vary by large amounts as a result of developments outside a Territory's control, economic planning becomes extremely difficult. In certain Territories, very considerable increases in output have not been matched by similar increases in export earnings, as a result of adverse movements in terms of trade. This situation again points to the need, in the Committee's view, for further studies on a commodity-by-commodity basis, with a view to the establishment of workable systems of commodity price stabilization, fair both to producers and consumers.

13. The effect of these fluctuations on the economy of the Territories in terms of trade is well illustrated by the two relatively large Territories of Kenya and the Belgian Congo, where particularly strong declines in terms of trade occurred between 1956 and 1958. This decline was from 157.9 to 125.2 for Kenya and from 161.6 to 114.5 for the Belgian Congo. In view of the importance of the export sector in the gross domestic product of the Territories, the impact of these declines on the domestic economy as a whole was serious. In other Territories relying on agricultural products which were not as seriously affected by price changes during the same period, such as Uganda, the fluctuations were favourable in the sense of a slight improvement in terms of trade. Nevertheless, over a longer period, many of the Territories have been subject to sudden and usually unpredictable price movements of considerable amplitude which, even when temporarily favourable, militate against the smooth development of their economies.

14. Moreover, despite the importance of terms of trade to their economy, the Territories, under existing conditions, have no real possibility of influencing these fluctuations to any significant extent. The trends of world market prices of the primary products exported by the Territories are frequently sharply affected by variations in demand for these products by the industrialized countries, which are the main consumers. None of the Non-Self-Governing Territories possesses for any major commodity a share of world production sufficiently high to enable it to exercise some control over the world market and to influence the level of the world prices.

15. As far as imports are concerned, the Non-Self-Governing Territories, mainly because of the limited purchasing power of their indigenous populations, absorb only a very small part of the world exports of industrial products in relation to the size of their populations. The bargaining power of the Territories, in relation to that of the industrialized countries which supply them with manufactured goods, is therefore far too limited to enable them to influence in their favour the prices of imports. The level of these prices is thus determined by market forces beyond their control. The practical importance of this situation to the Territories in recent years is that, owing largely to the inflationary pressures which were dominant in the main industrial exporting countries of Europe and North America dur-



ing the period under review, the level of import prices has generally followed an upward trend.

16. Some members expressed concern at the lack of ability on the part of the Territories to influence their terms of trade in their own favour, and thought that greater attention should have been paid by the metropolitan countries to alleviating this situation by reducing the exclusive dependence of the Territories on prices of primary products, by the promotion of international stabilization of these prices and also by diversification of the Territories' economies. They also felt that these difficulties made the necessity of industrialization, as part of balanced growth, even more imperative. Concern was also expressed over the fact that the prices of export products of the Non-Self-Governing Territories were determined by the level of demand in the metropolitan and other industrialized countries. The view was expressed that this situation resulted in a subordination of the interests of the territorial populations to those of the metropolitan countries.

17. Other members of the Committee, while agreeing that a greater diversification was desirable, recalled the statement made by the Committee in its 1957 report<sup>6</sup> that diversification should not be increased at a cost which might appreciably reduce the Territory's income from crops which had already found an established place in overseas markets. It was suggested that international commodity agreements should not be considered as a universal remedy for difficulties arising from fluctuations of export prices; the experience of some Member States in the stabilization of prices of domestic primary products emphasized the difficulty of stabilization at an international level.

18. These members of the Committee felt that the interests of the exporting primary producers could be best served, *inter alia*, by the maintenance of a high and expanding level of economic activity in the importing industrialized countries. The policies of the Netherlands, the United Kingdom, and the United States have been designed to that end. A number of the Administering Members are also participating in various commodity agreements and commodity study groups. The United Kingdom Government, for example, which attaches importance to workable systems of price stabilization, participates in four of the five international commodity agreements: those for sugar, tin, wheat and olive oil. The United Kingdom Government and the Governments of the East African Territories under its administration are also co-operating in the International Coffee Study Group; they have, in addition, shown willingness to co-operate in a short-term international coffee agreement and to consider the possibility of a long-term coffee agreement. The Commonwealth Trade and Economic Conference, held in Montreal in September 1958, stated in its report that, in order to promote the economic development of countries primarily dependent on exports of raw materials, excessive fluctuations in commodity prices should be remedied by the maintenance of a high and expanding demand in industrialized countries consistent with the need to avoid inflation, as well as by concerted action to moderate excessive short-term fluctuations, so as to mitigate their effects on primary producers. The Commonwealth Sugar Agreement offers an example of such protection provided by the United Kingdom to the sugar-producing Territories under its administration: it has had a stabilizing influence on the

economies of the Caribbean Territories, Mauritius, and Fiji. According to the Agreement, the Territories receive quotas for export, of which roughly two-thirds are bought by the United Kingdom at a price guaranteed to be reasonably remunerative to efficient producers. The remainder is sold at the free market price; any of the remainder shipped to the United Kingdom benefits by the United Kingdom preferential duty. In most cases, the guaranteed price was higher than the free market price in the period under review.

19. The Committee was interested to observe that, while the Non-Self-Governing Territories have little or no influence on the prices of the main products—except to the extent that they may be affected by existing commodity agreements—which they exchange with the rest of the world, most of the Territories affected by this problem have been able to improve their terms of trade by making substantial changes in the composition of their exports. There have been significant changes in the pattern of exports, not only of such products as minerals extracted by large mining companies under non-indigenous ownership and management, as in the Belgian Congo, and of the agricultural export products of mainly European farmers, as in Kenya, but also of the products of small-scale African farmers, as exemplified by Nigeria and even more by Uganda. In the latter Territory, during the period 1949-1958, there was a significant shift from cotton to coffee and tea. The average exports of cotton declined by 8 per cent, but those of coffee expanded by over 100 per cent and those of tea by 60 per cent. The shift was obviously caused by the difference in the price trends of these products. The price of cotton remained practically static, having increased from 1949 to 1958 by only 5.3 per cent, while the price of coffee rose by 119 per cent and the price of tea by 68 per cent. The African farmers' production of cash crops, such as coffee, has also made notable progress in Kenya under the Swynnerton Plan.

20. The Committee finds in such examples as these encouraging evidence that, even in Territories still largely dependent on the traditional subsistence economy, large numbers of indigenous farmers have been able, in their production of cash crops, to adjust themselves to a significant extent, often with governmental guidance, to the needs and opportunities presented by the world market. The phenomenon reflects a sound economic sense among the people in the Non-Self-Governing Territories, a factor which is of great importance for the present and even more so for the future economic development of the Territories. Nevertheless, these adjustments of export production patterns can seldom be undertaken quickly and without risk, and there is a pronounced need for protective measures such as price and market stabilization, where this is of advantage to the Territories, as well as for the greater diversion of productive effort into secondary industries. In these measures, and also in measures to help primary producers to adjust to new overseas market opportunities, government initiative is vital and international collaboration is hardly less important.

21. From the information available to it, the Committee observes that in many cases the flow of the trade of a Non-Self-Governing Territory is mainly between the Territory concerned and the metropolitan country responsible for its administration. This is perhaps owing, in some measure, to the fact that, in the Territories where the majority of the dependent peoples live, most of the import trade and a large part of the export trade,

<sup>6</sup> Official Records of the General Assembly, Twelfth Session, Supplement No. 15 (A/3647), part two, para. 73.

except where representative marketing boards handle the major export products, is in the hands of non-indigenous interests; and it is also partly owing to the traditional close commercial relations between the Territories and the metropolitan countries concerned. For instance, the origin and destination of over 60 per cent of the import and export trade of the Territories under French administration during the period under review was France. The Belgian Congo and the Territories administered by the United Kingdom have a greater diversity in the origins and the destinations of their imports and exports. The Committee considers that considerably greater diversification in the direction of trade of the Territories, resulting in some reduction in their dependence on metropolitan markets, may lead to improvement in their terms of trade. It considers that all Territories should be free to trade where they wish and to seek markets and sources of supply of the greatest advantage to them.

#### **IV. The balance of payments with the metropolitan countries**

22. The nature and extent of the commercial and financial relations of the Non-Self-Governing Territories with the countries of the respective Administering Members are of essential importance to the economic development of the Territories, and are closely linked with the subject of terms of trade, dealt with above.

23. During the period under review, the circumstances of individual Territories varied in this respect. In Papua, for example, trade was conducted largely with the metropolitan country, and its deficits were mainly covered as a result of grants from the Government of Australia. A similar situation existed in Netherlands New Guinea, where grants by the Netherlands Government increased from 67.9 million guilders in 1955 to 71.95 million guilders in 1959. By contrast, the Belgian Congo, a Territory whose considerable natural resources are already well developed in some sectors, did not receive any assistance by way of grants from the metropolitan country. Although its over-all balance of trade was favourable, it had deficits in its merchandise trade with Belgium; but those, together with substantial payments to the metropolitan country in the form of income from investments, services such as transport and insurance, and remittances of savings, were largely financed by surpluses from its trade with countries other than Belgium. Not only did the Territory thus provide the metropolitan country with a considerable income; furthermore, this income was transferred in foreign currencies and made a notable contribution to the balance of payments of Belgium itself. On the other hand, deficits in the balance of payments on current account of the Territory were covered to a large extent by capital imports from Belgium, mainly as loans raised for the financing of the Territory's development plan. The examples given indicate the range of differing circumstances to be found among the Territories. The situation of several of them cannot be so clearly illustrated.

24. Invisible transactions have frequently been an important element in the balances of payments of the Territories with the metropolitan countries, and have, accordingly, frequently contributed to deficits in those balances. These transactions, along with the visible merchandise trade, should also be taken into account in considering the financial assistance which the metro-

politan countries have provided to the Territories. In addition to the cost of services such as freight and insurance, these invisible transactions include transfers of profits, dividends and interest which may be usefully compared with the total private and public investment capital received from the metropolitan countries. Transfers of these kinds to the United Kingdom from all of the Territories under its administration amounted to £40 million in 1957 and £30 million in 1958, while the Territories received from the United Kingdom £35 million and £30 million, respectively, for interest on their sterling assets in the United Kingdom; total public and private investments by the United Kingdom were estimated for each of these years at close to £100 million. A different picture emerges from the data available on the Belgian Congo: of a deficit in the total balance of payment on current account of 75,051 million Belgian Congo francs, for the period 1951-1958, the deficit on invisible transactions accounted for 65,527 million francs; of this amount, transfers of income from investment alone accounted for 18,949 million francs, whereas total Belgian private and public investments during the same period amounted to only 14,542 million francs.

25. There has been a general trend towards a gradual reduction of the usually large share of the metropolitan countries in the foreign trade and in the other external transactions of most Territories. A number of factors tend to retard the pace of change in this respect. For example, where preferential treatment has been accorded on the metropolitan markets to some of the Territories' main export products, such as sugar exported from certain Territories to the United Kingdom under the Commonwealth Sugar Agreement, the reduction in the proportion of their total exports taken by the metropolitan country has been inevitably limited in extent. Also, the maintenance of a high proportion of imports from the metropolitan countries has been favoured by traditionally close commercial relations between the metropolitan suppliers and the major private companies and public agencies responsible for most investments in the Territories, as well as—except in United Kingdom Territories, in particular—by preferential treatment accorded by means of import licence systems and foreign exchange regulations.

26. A wider distribution of markets for exports, as well as of sources of supply for imports, was, nevertheless, gradually being achieved in most of the Territories considered. Its result was to decrease slowly their economic dependence on trade with, and aid from, the metropolitan countries concerned, which was generally believed also to reflect progress in their economies in the form of greater diversification of production. A wider distribution of both export markets and sources of imports has been achieved, particularly in the United Kingdom Territories, which, subject to certain export restrictions, are generally free to trade with any country they wish. The previously existing provisions, designed to protect the balance of payments of the sterling area as a whole, which called for the Territories to maintain a degree of discrimination in their imports, were abolished in November 1959. Since then, the Territories have been free to remove any discrimination which they might still have practised against imports from the dollar area.

27. The Committee also notes that the balance of payments of a great number of Non-Self-Governing Territories has continued to be unfavourable. To the



extent that these unfavourable balances reflect increases in equipment and other capital imports designed to accelerate the development of the Territories, they should be regarded as a natural phenomenon in Territories at early stages of development. However, in several Territories, capital imports would appear to account for comparatively small parts of negative balances, the fluctuating prices of their raw materials and agricultural products, and the rising prices of most consumer goods imported by them contributing to the rest. This situation emphasizes the need for stimulating the growth of processing and manufacturing industries in the Territories where this would be in their economic interest.

## V. Currency and central banking

28. The Committee has previously expressed interest in the establishment, especially in the large Non-Self-Governing Territories, of central banks which could help to establish local markets and to increase the amounts of local funds available for development. The monetary system in nearly all the Non-Self-Governing Territories is closely related to the system existing in their metropolitan countries. The metropolitan currency, although not generally legal tender in the Territories, is still the main, if not the exclusive, basis of the local currency. Thus in the Territories under the administration of the United Kingdom, the currency issued by the currency boards used to be, and in some cases still is, backed to over 100 per cent of its value by sterling securities, issued or guaranteed by the Government of the United Kingdom, other Commonwealth countries or United Kingdom overseas Territories. Owing to this close relationship, the territorial currency benefits generally from the stability of the metropolitan currency; but there have been cases in which the territorial currency has been affected by the monetary difficulties of the metropolitan country, for example, in the case of the devaluation of the French franc in 1957.

29. An important potential consequence of this relationship is the inability of the Territories themselves to adapt the volume of their currency to the needs of their own economy. This rigidity may in some cases impede their development. Moreover, the lack of an autonomous monetary authority may in some cases prevent the application of a co-ordinated credit policy, so that the volume and the terms of credit cannot fit the needs of the Territories. The absence of a monetary and a capital market can place additional difficulties in the way of the mobilization of the Territories' savings for development purposes. In practice, the close association of the territorial currency system with the metropolitan currency is not likely to cause serious difficulties so long as the economy of the Territories is based exclusively on foreign trade; it helps to eliminate risks of a monetary nature and also facilitates external trade and the investment of private capital. As the economy of a Territory develops and becomes more diversified, the absence of a monetary system adjusted to the needs of the Territory and enabling it to mobilize all the local resources for development may become a serious impediment.

30. The Committee notes with interest that in Territories which have reached the stage of economic development contemplated above and which are large enough in size, the establishment of an autonomous monetary system based on a central bank is frequently envisaged. The establishment of a central bank, such as that recently

created in Nigeria and the one expected to be established shortly in Jamaica, may thus be considered both as a demonstration of a substantial degree of economic progress and as a further important step in the acceleration of this progress and in the achievement of a greater monetary and financial independence. Some members of the Committee expressed the hope that similar developments would soon take place in the East African Territories.

31. In a number of United Kingdom Territories, the system of currency boards has been made more flexible by the investment of part of the currency backing in securities issued by the local Governments. The Committee feels that the development of local capital markets can play an important part in the mobilization of local savings for development purposes, and, in this connexion, notes that local capital markets are developing in several United Kingdom Territories. The Committee considers that, where feasible and appropriate, the establishment of central banks can further assist in this matter. In Netherlands New Guinea, as an example of a Territory where banking is still in the early stages of development, there is no central bank; to meet an increase in monetary requirements, the maximum amount of currency which could be issued was raised in 1955 from 25 to 50 million guilders.

## VI. The transition from subsistence to market agriculture

32. The Committee has given attention to the transition from subsistence to market agriculture as one of the most important aspects of the impact on the living conditions of the indigenous population of the shift towards a monetary economy. The process of change to a market economy, through an increase in the proportion of the total resources of land and labour devoted to money-earning activities, is, perhaps, the most crucial aspect of economic development in many of the Non-Self-Governing Territories. It is taking place both through increased sales of agricultural products and through increased wage employment, although generally one or the other of these forms of transition has predominated in an individual Territory: the former in the West African Territories and in Uganda, for example, and the latter in Kenya and Northern Rhodesia.

33. Although this process continued in the Territories during the period under review, its impact on the living conditions of the populations as a whole, particularly in the African Territories, has thus far not been very significant; nor has its speed been rapid enough to encourage early prospects of a marked improvement in those conditions. In many of the Non-Self-Governing Territories subsistence agriculture remains important and in several of them it is the basis of the economy as far as very large sections of the populations are concerned. Surpluses available for sale on internal and external markets appear to constitute a minor portion of the total production, which in itself cannot be regarded as high in relation to the size of the population concerned. This is particularly true of the African Territories as a whole, where the predominance of subsistence production largely isolates important numbers of people from the money economy and from access to higher standards of living and also, by limiting the range of foodstuffs consumed, contributes to serious problems of malnutrition. Moreover, these circumstances restrict the scope for specialization, entre-

preneurial activity and savings. In order to accelerate the shift towards a monetary economy in these Territories, and thus to open wider economic opportunities and higher living standards to much larger numbers of people than at present, with a consequent improvement in the financial situation of the Territories, increased attention needs to be given to ways of accelerating the transformation of subsistence agriculture into cash-crop production.

34. The Committee recognizes that the transition from subsistence farming to cash-cropping must depend on the availability of markets, both internal and external. In the past, the initial impetus in most African Territories has come from the demands of external markets, whose prospects of further expansion appear uncertain, at least for the time being. These prospects depend on world conditions generally, including progress in economic growth in the less-developed independent countries, which, in turn, among other things, depends in many cases on external assistance. The effects on the production and the economies of these Territories of fluctuations in commodity prices in external markets have already been noted. While these adverse effects can, to some degree, be corrected through the diversification of production as well as the establishment of new markets, it appears to be necessary at the same time to place increasing emphasis on the development of domestic markets within the Territories. Some members shared FAO's view that the growth of domestic markets, in turn, depends largely on industrialization and on the growth of non-agricultural and, generally, urban communities which will create or enlarge the demand for domestic produce and thereby furnish an incentive for the rural populations to produce larger surpluses for sale. The extension of the monetary economy by this means should in turn expand the rural markets for consumer goods; and if these goods can be provided, not only by importers but also, to an increasing extent, by local industry, the chain reaction of supply and demand should be stimulated, expansion in one field causing expansion in the other. An important further effect of associating the development of local industry with that of local foodstuffs markets should be a more adequate participation of the indigenous inhabitants in the production as well as the distribution of goods. Another view expressed was that, while industrialization may be the only course open to over-populated countries, in Territories which are not at present over-populated and have not a wide range of local raw materials, concentration on industrial development as a means of pushing the Territory into a development spiral would not seem to be the wisest course. In such Territories, agriculture itself may be the sector in which the maximum returns to investment are most likely to be found.

35. The Committee endorses the views expressed by FAO in the report prepared by it for the Committee<sup>7</sup> that the transition from subsistence to market agriculture is a basic, and in many Territories the most important, aspect of economic development; that considerable governmental assistance is necessary in bringing a growing market into existence and in placing it in touch with the areas of supply through the development of transport and marketing facilities; and that policies need to be oriented towards the promotion of this transition. It notes with satisfaction the investigation which is to be undertaken jointly by FAO and the United Nations Economic Commission for Africa. The

Committee also concurs in FAO's view that the most successful method of effecting the transition from subsistence to market agriculture and raising the productivity of indigenous farmers is to make a concerted attack on all institutional obstacles such as unsuitable land-tenure systems, lack of credit facilities, bad communications and inadequacy of education. The organization and extension of co-operatives, general extension work for the improvement of existing techniques and the introduction of new ones to raise yields, and the growth of non-agricultural activities, such as assistance and encouragement of merchandising activities in remote areas to stimulate demand, are also fields in which Governments can render valuable assistance in the initial stages. The Committee notes with satisfaction that this approach is being followed in some Territories—for example, in Kenya under the Swynnerton Plan for land consolidation and agricultural development, where outstanding success has been achieved. It expresses the hope that similar experiments will be undertaken with equal success in other Territories as well. The development of co-operatives, usually for marketing and credit purposes, has gained ground in most Territories; it has had striking success in Territories under United Kingdom administration, where paid-up membership in co-operatives rose to 1,158,000 in 1958, and the societies marketed produce to the value of £48.9 million in the same year.

## VII. The productivity of labour

36. The rate at which improvement can be brought about in the productivity of labour is an important factor in promoting the economic development of the Non-Self-Governing Territories. Although the problem and its causes and remedies lie largely in the field of social development, the Committee considers it appropriate for discussion also in relation to economic conditions, especially as it bears directly on the expansion of production and, in turn, on the raising of the standards of living of the populations of the Territories.

37. It is important at the outset to place the problem in its proper perspective. The relative size of the labour force varies greatly from one Territory to another. The ratio of wage-earners to all occupations is high in Territories where industrialization has made progress or where other special circumstances prevail, as in the urban Territories of Hong Kong and the State of Singapore. The ratio diminishes more or less in proportion to the prevalence of subsistence economy; thus, in many African and some Asian Territories, the numbers of persons recorded as being engaged in wage employment are low in relation to the economically active populations in these Territories, since the majority of inhabitants are mainly engaged as family units in agriculture or stock-raising, whether for subsistence or market or, as frequently happens, for both. There are exceptions to this rule: the poverty and hazards of subsistence life in some areas are among the causes which lead young men to leave the tribal areas for varying periods and find wage employment, often migrating over long distances. At the same time, the official figures of wage employment usually understate the position in some Territories in which cash crop production by indigenous farmers is important, since indeterminate numbers of seasonal labourers assist in the harvesting and cultivation of these crops. In most Territories, employment figures cover only labour engaged in such undertakings as urban industries and services,

<sup>7</sup> A/AC.35/L.318.

mining, public works and other government services, and large-scale farming. There are other special features: much of the labour is seasonal and a good deal of it, as in mining and plantations, is migratory; and much of it, again, especially in the last-mentioned fields, is drawn temporarily from subsistence agriculture.

38. The information at present available on the productivity of labour is limited mainly to factory and other urban employment, and to mining and large-scale agriculture—for the most part under non-indigenous ownership and management—which, especially in African and some Asian and Pacific Territories, do not yet represent a large sector of the economy. Such studies as have been made with respect to these areas of employment usually suggest that, except where remedial measures have been taken, the productivity of labour is low, especially when measured, not always appropriately, against that of non-indigenous workers in comparable employment. This situation appears to be due to a number of factors, varying in effect according to the type and environment of employment. Indigenous labour remains, in the first place, mainly unskilled labour. The indigenous people largely lack training outside their traditional tribal occupations. They often start without the skills and experience required for work in modern industry, plantation agriculture and other branches of the monetary sector of the evolving economy. The high turnover and instability of the labour force implicit in the migratory labour system and in the reasons why it attracts manpower impede progress in this direction. Malnutrition and debilitating diseases, to which, in the economic and social conditions prevailing in these Territories, many indigenous populations are subject, tend to impair their capacity and staying power as workers.

39. In its study of productivity in the *African Labour Survey*, the ILO has stressed the psychological and human aspects of the problem as it affects Africa, while acknowledging that low productivity may also be due in part to such factors as the inadequate organization and equipment of enterprises, bad siting and lack of adequate communications. It has pointed out that, in existing circumstances, the reasons which lead the African to seek wage-paid employment, especially when it involves only a temporary departure from the tribal economy, heavily influence his attitude towards work and his response to incentives; his reactions differ widely from those of the European worker, whose background and aims are entirely different. There is clearly a need for further study of such factors, in which the ILO could provide assistance to the Governments of the Territories.

40. In Territories where stable, settled labour forces are developing, usually in an urban environment, several of the factors retarding productivity are of a more conventional nature and thus are more readily recognizable and susceptible to remedial action. These include deficiencies in health, diet, housing conditions and standards of living generally. They also include inadequacy in monetary incentives. All of these factors persist in varying degree in different Territories, but a gradual process of improvement is apparent in most. Substantial improvement and extension of monetary incentives should have a very considerable bearing in overcoming these deficiencies. In this connexion, the Committee recalls the observation made in its 1958 report<sup>8</sup> that minimum earnings, including allowances, should be sufficient to

support stabilized family life without the need for assistance from outside sources. The Committee notes once again that the concept of a family wage has been recognized lately, not only in principle but also in fact, in a number of Territories. Even monetary incentives, however, may not succeed unless the indigenous worker is persuaded that he can, through wage-paid employment, move towards a life in which effort and competence are adequately rewarded and where his aspirations as a human being will not be frustrated by discriminatory treatment. In this light, disparities between the wages and opportunities offered to indigenous workers and those available to non-indigenous workers, which in some Territories have been diminished but not yet eliminated, may serve as a disincentive to higher productivity.

41. The existence of a healthy trade union movement is an important factor in the raising of productivity in the Territories. The trade unions can play a vital part, particularly in joint consultations on methods and conditions of work and in the removal of grievances. Moreover, experience has shown that, in practice, no attempt to increase productivity has any chance of lasting success unless those on whom it depends receive some tangible benefits from it within a reasonable period of time; and a sound trade union movement can materially assist in bringing this about.

42. It is to be noted that many of the factors which retard productivity in wage-earning employment may also apply to other occupations of similar character which in the present circumstances of many Territories are, in fact, a much more important element in the economies, namely, the widespread forms of subsistence agriculture to which the farmer and his family apply their own labour. They are burdened by the same difficulties of lack of skills, debilitation and malnutrition that affect the productivity of the wage-earner, and also, in a different way, by the inadequacy of incentives. The Committee has examined some aspects of this problem in the context of the need for increasing and diversifying the production of the Territories and for accelerating the transition to a monetary economy. The similarities of circumstances to which it has drawn attention serve to emphasize the broad nature of some of the causes of low productivity in wage-earning employment, and the need for an equally broad approach to the elimination of these causes.

43. The Committee feels that attainment of higher levels of productivity can be furthered in general ways by government policies fostering the mobilization of capital from domestic and external (including international) sources for investment and the expeditious implementation of development plans. Economic and social policies can help create an atmosphere conducive to productivity in more particular ways, for example, through fiscal policy, import, export and exchange controls and duties, anti-monopoly policy, control of industrial location and investment, and labour policies affecting dismissal, remuneration, freedom from discrimination in employment and other areas within the responsibility of employers which are closely linked to productivity. In addition, higher productivity can be promoted: by government measures in the fields of public health and medical care; by education and training, which are the most direct means of bridging the gap between non-indigenous and indigenous cultures, and which would include providing indigenous youth with general and specialized knowledge as well as technical skills; by full assimilation of detribalized and other

<sup>8</sup> *Official Records of the General Assembly, Thirteenth Session, Supplement No. 15 (A/3837), part two, para. 87.*

indigenous workers into modern society; and by direct action to promote higher productivity through the establishment of national productivity and management development programmes. Action towards many of these ends has already been taken in some Territories.

44. The Committee is aware that the ILO has successfully undertaken, since 1952, a number of productivity projects under technical assistance programmes in several independent countries, and also in Hong Kong and the State of Singapore, and that it is in a position to lend the benefit of its experience to other Non-Self-Governing Territories as well. The Committee hopes that the Administering Members concerned will avail themselves of the experience and assistance of the ILO, not only in studying the problems relating to productivity, but also in helping to remove the causes of low productivity through the establishment of productivity centres, which have worked with considerable success in several independent countries, and through other means. It is recognized that, in many cases, useful efforts are already under way from metropolitan sources, but, even in such cases, the ILO may be able to make substantial complementary contributions of great value to the Territories.

### **VIII. Association of certain Non-Self-Governing Territories with the European Economic Community**

45. By resolution 1470 (XIV) of 12 December 1959, the General Assembly requested the Committee to devote special attention at its 1960 session, when it would be dealing in particular with the economic development of the Non-Self-Governing Territories, to the association of the Non-Self-Governing Territories with the European Economic Community, and to the possible effects which this association might have on the development of the Territories towards the objectives of Article 73 of the Charter.

46. In the preamble to its resolution, the General Assembly noted with concern that the Administering Members had not yet submitted sufficient information on the possible effects of the association of the Territories with the EEC. At its 1960 session, the Committee found itself in the same position because the Administering Members concerned, with the exception of the Netherlands Government, had not supplied the information requested by the General Assembly. The supplementary information supplied by the Netherlands delegation was of a provisional character. It was suggested that studies published for other United Nations organs showed that information on the matter could in fact be provided; of particular relevance in this connexion was a study which had recently been made by the Economic Commission for Africa.<sup>9</sup>

47. From such information as is available it would appear that the association has been effected without adequate consultation of indigenous opinion in the Territories concerned. So far as the Committee is aware, no provision has been made for the revision or termination of this association once the Territories concerned achieve their independence. Some members of the Committee consider that, in view of the advanced state of political evolution in at least some of the Territories associated with the European Economic Community, adequate prior consultation of public opinion in the

Territories concerned on this matter would have been appropriate and justified.

48. The question was raised in the course of the Committee's discussion as to whether the association would not have the effect of establishing a collective form of exploitation of the resources of the Territories by all member countries of the EEC. The members who expressed these views felt that, while investments made in the Territories by the development fund established by the EEC might be useful, it was likely that the provision of preferential markets for the primary products of the Territories would result in development being concentrated on the production of raw materials. This would tend to increase the dependence of these Territories on the European Common Market for the sale of their primary products and might accordingly impede the diversification which in the Committee's view is essential to the balanced development of their economies.

49. In the view of many members of the Committee, the association is likely to have serious disruptive effects on the traditional trade relations of other Non-Self-Governing Territories which are not associated with the EEC. In the preliminary study prepared by the Economic Commission for Africa,<sup>10</sup> it is estimated that 20 per cent of the exports of the non-associated African Territories will be affected, and the possible loss is estimated at 5 per cent of their total exports. The incidence of the impact on particular Territories will be much more serious, since it will mainly affect a few Territories whose production competes directly with those of the associated Territories—in particular the East African Territories under United Kingdom administration, which derive one-third of their export earnings from coffee exports to the countries of the EEC, and Nigeria, which exported to the Common Market in 1958 produce amounting to £40.7 million, representing nearly 31 per cent of Nigeria's total exports in that year. These members are also of the view that even if it were possible that in the long run, the establishment of the European Economic Community would increase the total volume of international trade, its most probable short-run and possibly also long-run effect would be to divert, rather than to create, trade, and that this diversion would be mainly at the expense of the Territories not associated with the EEC. The Committee has emphasized the importance to the economies of the Territories of the freedom of choice in the direction of trade. It hardly needs to be pointed out that the association of the Territories with the European Economic Community, and the tariffs and other measures contemplated in the Rome Treaty,<sup>11</sup> will tend to concentrate the trade of the associated Territories in one particular direction. If this happens, the advantageous trade which some of these Territories have with the dollar area, as well as with other areas, may well diminish, as the trade of these Territories with those areas under the Common Market arrangements move increasingly through the countries of the EEC. Another consequence might be the eventual integration of the economies of these Territories with those of the members of the EEC.

50. A view was expressed to the effect that it was still too early to assess the impact of the provisions of the treaty establishing the EEC on the associated Territories. Recalling that the preamble to the Treaty ex-

<sup>9</sup> The Impact of the European Economic Community on African Trade (E/CN.14/29).

<sup>10</sup> *Ibid.*

<sup>11</sup> Treaty Establishing the European Economic Community, signed at Rome on 25 March 1957.

pressly states that the association has as its primary goal the promotion of the well-being of the inhabitants of the Territories concerned, the representative of the Netherlands expressed the conviction that the association would further the economic development of the associated Territories. As an example, he mentioned that the development fund of the EEC had already made several allocations for development projects, in particular for the establishment of an agricultural experimental station in Netherlands New Guinea.

51. Although most of the Territories concerned are rapidly progressing towards independence, the problem,

in the view of several members, still lies within the province of the Committee. These members considered it desirable that the General Assembly, at its fifteenth session, should establish a precise method of studying the problem in the light of Chapter XI of the Charter, and should authorize the preparation of studies for the purpose. While agreeing that the adverse effects on the trade of the non-associated Territories were likely to be serious and that it was essential to obtain mitigation of these adverse effects, other members considered that the best forum for the discussion of this matter was GATT.

## ANNEX

### Studies on economic conditions in Non-Self-Governing Territories

The Committee considers that the summary records of the discussions at its eleventh session on economic conditions in Non-Self-Governing Territories, together with the following studies which were considered by the Committee, should be read in conjunction with the present report:

- |   |               |
|---|---------------|
| 1. The influence of terms of trade on the economy of Non-Self-Governing Territories (Secretariat)                 | A/AC.35/L.314 |
| 2. Money and central banking systems in the Non-Self-Governing Territories (Secretariat)                          | A/AC.35/L.315 |
| 3. Productivity in Non-Self-Governing Territories (ILO)   | A/AC.35/L.316 |
| 4. Balance of payments of Non-Self-Governing Territories with the respective metropolitan countries (Secretariat) | A/AC.35/L.317 |
| 5. The transition from subsistence to market agriculture—A reconnaissance study (FAO)                             | A/AC.35/L.318 |
| 6. Elimination of illiteracy in the Non-Self-Governing Territories (UNESCO)                                       | A/AC.35/L.319 |
| 7. Activities of the World Health Organization in the Non-Self-Governing Territories (WHO)                        | A/AC.35/L.322 |







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