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COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING TERRITORIES

Thirteenth Session

SUMMARY RECORD OF THE TWO HUNDRED AND FORTY-SEVENTH MEETING

Held at Headquarters, New York,
on Friday, 27 April 1962, at 10.50 a.m.

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PRESENT:

<u>Chairman:</u>	Mr. MALALASEKERA	(Ceylon)
<u>Rapporteur:</u>	Mr. ROS	Argentina
<u>Members:</u>	Mr. HOOD	Australia
	Mr. MAHENDRAN	Ceylon
	Mr. VALENCIA	Ecuador
	Mr. DOISE	France
	Mr. BARNES	Liberia
	Mr. CALVILLON-TREVINO	Mexico
	Mr. GOEDHARD)	
	Mr. de BRUYN)	Netherlands
	Mr. HENSLEY	New Zealand
	Mr. AKHUND	Pakistan
	Mr. CALINGASAN	Philippines
	Mr. de PINIES	Spain
	Mr. SANKEY)	
	Mr. HOUGHTON)	United Kingdom of Great Britain and Northern Ireland
	Mr. BINGHAM)	
	Mr. BEDELL)	United States of America

Representatives of specialized agencies:

Mr. LLOYD	International Labour Organisation
Mr. SALSAMENDI	United Nations Educational, Scientific and Cultural Organization
Dr. SACKS)	
Mrs. KALM)	World Health Organization

<u>Secretariat:</u>	Mr. KUNST	Secretary of the Committee
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EDUCATIONAL ADVANCEMENT IN NON-SELF-GOVERNING TERRITORIES (A/4111, A/4371, A/5078 and Add.1-6, A/5079 and Add.2, A/5080 and Add.1, 5, 7 and 9, A/5081 and Add.2)
(continued)

- (a) INVESTMENT IN EDUCATION (A/AC.35/L.353, L.354)
- (b) TRAINING OF TEACHERS (A/AC.35/L.353, L.356)
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- (d) VOCATIONAL AND TECHNICAL TRAINING (A/AC.35/L.353, L.355, L.360)
- (e) ERADICATION OF ILLITERACY (A/AC.35/L.357)

Mr. BINGHAM (United States of America) announced that Mr. Bedell, a research and programme specialist from the United States Office of Education, who had had wide experience in education in the United States and in the Territories under American administration, would give some information on developments in those Territories.

Mr. BEDELL (United States of America) stressed the importance which the United States attached to education both in the Non-Self-Governing Territories under its administration and in the metropolitan country. When the United States Constitution had been drawn up, education had been the privilege of the minority, but with the development of democracy there had been increased opportunities of education for everyone. Thomas Jefferson had said that a nation could not be both ignorant and free. Today more than ever, as President Kennedy had said recently before Congress, education was a part of the American way of life and was regarded as one of the most profitable investments. It was thanks to education that the United States had been able to realize the immense technological, economic and social progress which had made America what it was today.

Nevertheless, while it was true that the United States Government wished the Territories under its administration to have the same advantages as those enjoyed by the metropolitan population, it could not apply the same methods everywhere. The best system of education was one that was in tune with the traditions and aspirations of a people. Thus the schools established in the Virgin Islands, Guam and American Samoa were adapted to the particular needs of each Territory, whose people must be helped to progress smoothly from their life of today into the richer life of tomorrow.

(Mr. Bedell, United States)

The United States Government was fully aware of the social aspects of education. The aim of education in the Territories under United States administration, inspired by the great principles of American democracy, was to contribute to individual initiative and responsible freedom, together with a strong sense of social responsibility, and to provide the greatest possible opportunities for a useful life.

The peoples of the Territories recognized the need to raise the level of vocational and technical education and to provide universal primary education. Secondary and higher education would follow as soon as the peoples were prepared for them. In all the Territories under United States administration young people could have up to twelve years of schooling and those who qualified could then follow a university course either in the Territories or in the United States. Illiteracy had been virtually eradicated and many of those living in the Territories possessed knowledge and skills comparable to those possessed by people in advanced countries. The situation, however, varied in the different Territories.

Perhaps the best way of giving rapidly an idea of expenditure on education was to quote the amount spent on each pupil. During the school year 1960-1961 the United States Virgin Islands had expended more than \$326 per pupil. In American Samoa the figure had been about \$200. In addition, three new high school buildings and a large auditorium were nearing completion. The Samoan Government also planned to build about twenty consolidated elementary schools to replace small inadequate village schools. Funds had also been requested for the construction of an educational television system for the schools and for adult education. In Guam the expenditure per pupil for 1960-1961 had been approximately \$220 and the amount would be increased to about \$260 in 1962. Those figures did not include expenditure on capital development, which had been about \$2,473,000 in 1961 and would be \$1,587,000 in 1962. The United States Government would continue to provide assistance to the Territories for education, while ensuring that the money was wisely expended. Financial assistance alone would not solve all problems; the people must have a desire for education and must have trained teachers.

(Mr. Bedell, United States)

In 1961 the United States Virgin Islands had had a total of 241 teachers, of whom 109 were teaching in the secondary schools - an average of one teacher for 30.5 pupils. More than half the teachers were college graduates. . . programme of in-service education enabled them to improve their qualifications. In American Samoa during the school year 1961-1962 there had been one teacher for every twenty-one pupils. Approximately one fifth of the teachers had had some college training. In the same year in Guam there had been one teacher for every thirty-two pupils; most of them had had some college education. Guam now had a territorial college which gave four-year courses and was recognized by one of the regional accrediting associations in the United States. The United States Government realized the importance of having teachers who were highly trained. He was thus glad to be able to report that the majority of teachers in the Territories under United States administration were highly trained and that the majority of them were of local origin. The scholarship system had been widely used. It was true that some teachers left the profession for other more remunerative occupations, but it was believed that increased financial rewards, and the interest of the work, would enable that obstacle to be overcome.

He emphasized that general literacy was the first goal of education, but that meant much more than the mere fact of being able to read and write. In his view five years of elementary education was the indispensable minimum. That minimum standard, which was a high one, was reached in practically all the Territories administered by the United States, at least for the school age population. Thus illiteracy was now to be found only among persons aged twenty-five and over. Courses were being organized for them and the adult illiteracy rate was declining rapidly. In the Virgin Islands only approximately 4.5 per cent of the inhabitants over twenty-five years of age had less than one year of schooling. The corresponding figure for Samoa and Guam was 3 per cent. The percentage of adults with less than five years of schooling was approximately five times higher.

The United States Government agreed that self-government was one of the key issues of the modern age; it was important, however, that a self-governing State should also be enlightened. The eradication of ignorance called for patience,

(Mr. Bedell, United States)

good will and determination. The United States would boldly pursue that struggle in the Territories under its administration so that when they attained independence they would have acquired the knowledge and understanding which alone could guarantee genuine freedom.

Mr. VALENCIA (Ecuador) said that his country deemed it an honour to have been elected to the Committee, which it would serve to the best of its ability.

Recalling the opening statement by the Chairman, he stressed that the elimination of colonialism was indeed the main task before the United Nations at that stage and that the Committee on Information had an important role to play in its fulfilment. Having accepted as a sacred trust the obligation to promote to the utmost the well-being of the inhabitants of the Non-Self-Governing Territories, the Administering Powers should make it their primary concern to promote the interests of those people in all fields, particularly that of education, which was an essential factor in their general advancement. The progress - modest, perhaps, but none the less effective - that had already been made along that difficult path should therefore be welcomed and the efforts made by the Administering Powers to disseminate United Nations principles in the schools should be duly recognized.

In their efforts the Administering Powers should give priority to primary education, which was the cornerstone of the whole school system. Primary education should be organized on the basis of three great principles: it should be universal, free and compulsory.

Although there were some Territories with universal primary education, their number was unfortunately small. In those Territories the rate of school attendance was sometimes as high as 95 per cent - an outstanding achievement. By contrast, there was one Territory where only 20,000 of the 50,000 children in the urban areas went to school while in the rural areas hardly 30,000 out of 80,000 children were receiving primary education. A similar situation prevailed in other Territories, where a privileged elite was thus being created while the masses remained illiterate. The achievement of universal education called for a larger number of schools and of qualified teachers and for appropriate legislation to put that principle into effect.

(Mr. Valencia, Ecuador)

The principle that education should be free was, as a rule, applied only in certain schools, which were not the best. The result was a kind of economic segregation directed essentially against the indigenous inhabitants, who were the poorest.

With regard to the compulsory nature of primary education, legislation on that subject varied from Territory to Territory. That was unfortunate, for in view of the interdependence which characterized the modern world the same standards should as far as possible be set for all Territories. Compulsory education was essential, for instance, in countries which, because of their living conditions, could not appreciate the benefits of education. Moreover, the principle should apply to all stages of primary education, for, as a Committee had already pointed out with regard to African countries, pupils who left primary schools after five or six years were perhaps those most likely at a later stage to present the most serious problems in the social and economic, and even the political, fields.

Among the common problems arising in the field of primary education reference should be made, in particular, to that of racial discrimination, which sometimes assumed subtle forms: in one African Territory, for instance, education was compulsory for the Europeans but not for the indigenous inhabitants. Sometimes, again, discrimination was not practised in the official schools but was to be found in independent and private schools. In one Territory African pupils were selected by means of a system of examinations which did not apply to the Europeans, with the result that the number of African children attending school declined from year to year. Elsewhere, again, Africans leaving primary school could not fill posts which were regarded as reserved for Europeans, whereas in theory employment opportunities were identical for the indigenous inhabitants and for the Europeans. In one African Territory discrimination was even sanctioned by legislation. Although in that Territory there were fifty-six African pupils for each European pupil, the appropriations for African education amounted to £3 million and those for European education exceeded £1 million. His delegation was firmly opposed to a policy of racial discrimination. It was well aware of the difficulties in the way of integration but it thought that it would be a tragic error to legalize discriminatory practices.

Another problem common to all the schools in the Non-Self-Governing Territories was that of shortage of funds. Their rate of economic growth being

(Mr. Valencia, Ecuador)

very low, those Territories found it impossible to finance their educational programmes themselves. The African Governments which had met at Addis Ababa in 1961 had reached the conclusion that educational progress in the Non-Self-Governing Territories should be financed with funds from outside. It therefore lay with the Administering Powers to solve the problem and it was to be hoped that they would take into account the recommendations of the Addis Ababa Conference.

Furthermore in many Territories the Administering Powers did not concern themselves directly with technical questions arising in primary schools, most of which were run by private individuals or by religious missions. In the interests of maintaining uniform standards, however, it was essential that there should be identical curricula and examinations throughout a Territory. The Administering Powers should therefore increase the grants they made to private schools, a step which would help towards the attainment of uniform curricula.

With reference to secondary education, the number of pupils attending school at that level was much below that of those receiving primary education. He was of the opinion that secondary education in the Non-Self-Governing Territories should be mainly technical in character, since, as the New Zealand representative had pointed out, it was necessary to avoid divorcing young persons from their environment.

With regard to higher education, some remarkable advances had been made but unfortunately such examples were few and far between. There again, higher education should be made available to the indigenous inhabitants, either by the establishment of university centres or by increasing the number of fellowships. The number of students receiving higher education was still very low; in some Territories it amounted to no more than 0.025 or even 0.015 per cent of the number of pupils attending primary schools.

According to UNESCO, the most serious problem in the field of education was that of shortage of qualified teachers. The Administering Powers should do their utmost to put the matter right. The shortage of indigenous cadres was closely linked with that problem, since the extent to which the indigenous inhabitants could participate in the administration of a Territory clearly depended on the results of the educational system. In many Territories, moreover, qualified teachers tended to move to the economic centres; the explanation lay in the fact that they were not granted the financial benefits which might have induced them to remain.

(Mr. Valencia, Ecuador)

With regard to illiteracy, the statistics supplied by the Secretariat were truly alarming. In some Territories 93 per cent of the population were illiterate. While a great deal had been accomplished in that field - and a special tribute should be paid to UNESCO in that connexion - the problem was still there in all its magnitude.

Educational advancement was perhaps the most important factor in the development of the Non-Self-Governing Territories, but it would remain ineffective if those countries were not helped to develop in other ways, particularly in the economic field. By introducing peoples to the principles of universal justice, education created needs which had hitherto not made themselves felt. Consequently, educational advancement must be accompanied by a general and integrated development.

Finally, he thanked the Secretariat and the specialized agencies for the comprehensive and detailed documentation with which they had supplied the Committee and expressed agreement with the conclusions contained in the report of UNESCO (A/AC.35/L.356).

Mr. ROS (Argentina) thanked the Secretariat and the specialized agencies for the full documentation which they had made available to the Committee.

Although remarkable efforts had been made in the Non-Self-Governing Territories despite slender resources and population growth, the results achieved hardly gave grounds for optimism; according to the Secretariat report on educational facilities and training programmes (A/AC.35/L.353) only two Territories, Jamaica and Trinidad and Tobago, had reached a stage where positions of high administrative and professional responsibility could, as a rule, be filled by indigenous personnel. In Africa the availability of qualified indigenous manpower, both for the public services and for the private sector of the economy, had been seriously impeded by the unsatisfactory quality of primary education. As a result the African territories had to import qualified civil servants at very high salaries, placing a heavy burden on their budgets. That serious problem could not be solved by sending small numbers of indigenous students to study in foreign universities, since some of them were tempted to remain abroad. Thus, only one solution was possible, although slow: the training of indigenous teachers.

With regard to illiteracy, the Committee had no new statistics. The working paper which UNESCO was preparing with the help of replies to the questionnaire

(Mr. Ros, Argentina)

in annex II of its report (A/AC.35/L.357) would be particularly valuable in that respect. It would be interesting to know if Administering Members had replied to that questionnaire. He hoped that in 1963 the Committee would have before it a UNESCO report on that subject, pursuant to General Assembly resolution 330 (IV).

In its report for 1961 UNESCO drew a number of interesting conclusions about efforts to end illiteracy. In particular it pointed out that the experience of countries which were in process of development showed that literacy campaigns, if they were to be fully effective, must be linked with programmes of community development. That was, however, a vicious circle, since many Governments claimed that they did not possess sufficient resources to carry out community development programmes and that education absorbed the greater part of their resources. But the same Governments complained that they were unable to fight illiteracy effectively for lack of funds, and said that illiteracy campaigns must be linked with programmes of community development.

If they were to meet their great responsibilities which they had assumed of their own free will, the Administering Powers must redouble their efforts in the field of education in order to cement harmonious relations between themselves and the independent nations of the future and thus contribute to the welfare of the whole world.

He would like to ask the United Kingdom delegation to clarify a number of points concerning the situation in the Territories administered by the United Kingdom. In particular he would like to know why the number of State primary schools in the Bahamas had fallen between 1958 and 1960 despite the increase in population. In Barbados no schools had been built although the population had increased and, according to the summary of information (A/5080/Add.1), the current policy aimed at making primary education compulsory. In Jamaica, the number of pupils at primary schools had dropped from 285,325 to 258,000 in 1960, whereas the population of the island had increased by 59,000 between 1958 and 1960. The case of British Guiana was even more serious: 20,000 children could not find a place in schools in that Territory.

The same problems arose in the otherwise prosperous Territory of the United States Virgin Islands. According to the statistics supplied in the summary of

(Mr. Ros, Argentina)

information (A/5080), two new schools had been built there between 1958 and 1960 while the population of school age had risen by 739 pupils in three years. He would be glad if the United States representative would provide further details on that subject.

With regard to the Territories administered by Spain, he would like to know what percentage of children were not receiving primary education on Fernando Po and in Río Muni. In conclusion, he expressed the hope that Administering Members would display the same generosity towards the Territories which they administered as they had towards certain independent States. Their efforts would serve to strengthen the cultural bonds between the independent nations of the future and the former metropolitan countries, and enable the world to pass a milder judgement on a disappearing system: colonialism.

Mr. MAHENDRAN (Ceylon) said that his delegation had been a little disappointed by the statement made by the United Kingdom representative at the 244th meeting; it had hoped that the United Kingdom delegation would give the Committee more precise and tangible information. Moreover, it could not support Mr. Houghton's argument that there was little, if any, discernible relationship between the political status of a country and the adequacy or inadequacy of its educational system. In his view, there could be no doubt that the colonial system had retarded the development of the colonized countries in every sphere. That was the position adopted by the General Assembly, which had declared in resolution 1514 (XV) that the continued existence of colonialism impeded the social, cultural and economic development of dependent peoples. He recalled the experience of countries such as Ceylon, Ghana, Guinea and the Congo, where accession to independence had been accompanied by remarkable progress in the field of education. He recalled in particular a statement made before the Committee by the Ghanaian delegation: as soon as the Gold Coast had become the independent State of Ghana, schools had been built, money had been found, crash programmes had been carried out and the people's hunger for education had overcome all the financial and other problems which had appeared insurmountable before independence.

(Mr. Mahendran, Ceylon)

On the other hand, he emphasized that, while it was true, as Mr. Houghton had said when quoting the ILO report (A/AC.35/L.355), that the guiding principles in the field of vocational training did not vary in substance according to whether a Territory was or was not self-governing or independent, the application of those principles did vary considerably according to the political status. His delegation therefore reaffirmed the thesis previously adopted by the Committee: the development of Non-Self-Governing Territories must be general and integrated, for which independence was consequently the essential condition.

While he did not underestimate the efforts made by the Administering Members, the results obtained were not in his opinion commensurate with the needs. The United Kingdom representative had referred to the very great emphasis which his Government placed on secondary education. Yet in Territories under United Kingdom administration the ratio of enrolment at secondary institutions to school-age population and to primary-school enrolment was very low: in Northern Rhodesia, for example, the ratio of enrolment to school-age population in 1958-59 had been 53.9 per cent in the age group five to fourteen and only 2.6 per cent in the age group fifteen to nineteen (A/AC.35/L.353, paragraph 134).

The programmes applied in some Territories did not seem to correspond to economic needs. Large sums were spent to provide training which was too theoretical, while vocational training was neglected. Yet peoples that were to become independent had the greatest need for vocational training, in order to be genuinely free.

Mr. de BRUYN (Netherlands) stressed the importance of the training of indigenous teachers. In a school system based on village schools, educational progress was dependent primarily on the recruitment of village teachers in sufficient numbers to teach an ever expanding school population. Such recruitment had to serve three purposes: it should satisfy the staffing requirements of the new schools, provide replacements for teachers leaving the service and replacements for assistant teachers whose training was deficient.

In Netherlands New Guinea, more than 33,000 of the enrolment of 46,000 pupils attended village schools, and a great effort had therefore been made to improve

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(Mr. de Bruyn, Netherlands)

the recruitment and training of the staff in those schools. Whereas in 1949 there had been only one teacher training school for village schools, there had been four in 1954 and eight (578 students) in 1961; two additional schools would be opened in September 1962. Two of those schools were in populated areas which until recently had not been under administration. All the schools referred to were resident institutions. Although the majority were mission schools, they were wholly subsidized by the Government. No fees were charged, and there were therefore no financial obstacles to the enrolment of students. The students were mainly indigenous inhabitants. The proportion of indigenous village school teachers had thus risen from 40 per cent in 1952 to 58 per cent in 1958 and to 69 per cent in 1962. The length of the course had at first been extended from two to three years. Subjects such as hygiene, manual work and gardening had been included in the programme, in addition to general studies and teacher training, in order to meet the needs of the rural communities. In 1961, it had been decided to increase the length of the course to four years. The fourth year was to be spent in the study of agriculture, hygiene and social work. In isolated communities the teacher was constantly appealed to as a source of knowledge and authority; he was in a way the secular and spiritual leader of the local population.

Village teachers received the same training as urban teachers, and all teacher training schools had the same programme, which naturally included a thorough study of matters of concern to rural communities. Applicants must have completed six years of primary education. The most experienced village teachers were in some cases called upon to teach in the lower grades of continuation schools and in urban primary schools.

For some years, qualified teachers had taken practical teacher training courses in the afternoons. After two years of study, those teachers were sent into the lower grades of continuation schools and into primary schools. A teacher training school had been established in 1960 to train fully qualified teachers for primary schools with a seven year curriculum. The majority of the students, recruited after four years of study in the lower stage of the secondary schools, were indigenous inhabitants. Selected village teachers were admitted to the teacher training school after a year of special preparatory studies. The teachers trained

(Mr. de Bruyn, Netherlands)

under those arrangements would replace European staff in the continuation schools and in the primary schools. At present 19 per cent of the teachers in such schools were Papuans.

At present there was no advanced teacher training school for secondary schools. Secondary school teachers came from the metropolitan country.

There were few indigenous women teachers, because women married at a very early age. In 1961 there had been only seventeen women compared with 775 men in the village schools, three women compared with sixteen men in the continuation schools, and five women compared with twenty-seven men in the primary schools; in the teacher training schools for village schools and in the teacher training college, one out of every ten students was a woman. In the schools furnishing pupils for teacher training schools, however, the proportion of women students was much larger.

Another important question was the training of indigenous medical staff. One of the main tasks of doctors and nurses was to train indigenous cadres with a view to rapid and systematic progress in the public health field. A new section had been set up in the public health department in 1961, to see to the training of indigenous medical and paramedical staff.

Various courses were organized to train hospital orderlies, social welfare assistants, laboratory technicians, pharmacists, malaria control specialists, and dental care personnel. That section also dealt with students who wished to attend medical schools in the Netherlands or in other countries. The World Health Organization had awarded a number of scholarships to students from the Territory. The South Pacific Commission had also sent high officials and experts who had given substantial assistance to the Territory. Most of the medical courses had been conducted at the new central hospital of Hollandia, one of the best in the South Pacific. A medical centre, which would be supplied with the most modern equipment (at a cost of \$1.4 million), was under construction at Hollandia; it would be the home of the country's public health services and would provide training for indigenous medical personnel.

As a result of all the steps which had been taken it would not be necessary after 1963 to bring in medical staff from the metropolitan territory.

(Mr. de Bruyn, Netherlands)

At Hollandia there was a nursing school for men and women. The last two years of the five-year course provided specialized training for men and women hospital nurses, public health nurses and midwives.

His delegation would circulate further, more recent information to supplement that contained in the report of the World Health Organization (A/AC.35/L.360).

Mr. BINGHAM (United States of America) said that he wished to study the text of Mr. Ros' statement before giving the additional information requested concerning the Virgin Islands. However, Mr. Ros' statements were not borne out by a number of facts which showed that educational conditions in the Territory had been substantially improved by the programme which had been in effect for some years. Educational expenditures had increased from \$1.1 million in 1956 to \$2.6 million in 1961. Expenditures per pupil had risen from \$137 in 1956 to \$326 in 1961 (the average for the fifty States being \$390). It was true that some classes were overcrowded, but not excessively so: in 1960-61, the teacher-pupil ratio had been thirty-seven in the rural primary schools, forty-two in the urban primary schools, and thirty-two in secondary institutions. During the same period, the number of teachers had increased from 207 to 253. The average level of staff salaries had been raised: \$4,152 a year in 1962 compared with \$3,075 in 1958. Those facts spoke for themselves. He would provide further information after he had studied Mr. Ros' statement.

Mr. ROS (Argentina) explained that the figures he had cited came from information transmitted by the United States Government (A/5080). Between 1958 and 1960 only one government-aided school had been built, although the school population had grown substantially. In the same document (page 75), it appeared that vocational training had consisted entirely of a course in practical nursing and a course in masonry in St. Thomas. The information transmitted might not have been sufficiently clear or complete, but the responsibility in that case lay with the United States Government.

The CHAIRMAN recalled that at the previous meeting he had raised the question of whether specialized sub-committees or a drafting committee should be set up to prepare the Committee's report. He suggested that, if a drafting

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(The Chairman)

committee was appointed, it should consist of five members: two representatives of Administering Powers, two representatives of non-Administering Powers and the Rapporteur, who would take the chair.

Mr. SANKEY (United Kingdom) supported that proposal as being more practical and more in conformity with the Committee's terms of reference.

The proposal was adopted.

The CHAIRMAN said that he would announce the membership of the drafting committee at the beginning of the following week.

The meeting rose at 12.40 p.m.