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SITUATION IN THE TRUST TERRITORIES OF THE PACIFIC

Observations of the United Nations Educational, Scientific and Cultural Organization on the reports for 1950-1951 on the Trust Territories of Western Samoa, New Guinea, Nauru and the Pacific Islands.

Letter dated 22 February from the Director-General of the United Nations Educational, Scientific and Cultural Organization to the Secretary-General of the United Nations.

I have the honour to enclose herewith, in accordance with resolution 47 (IV) adopted by the Trusteeship Council during its fourth session, the observations of the United Nations Educational, Scientific and Cultural Organization on the four annual reports for 1950-1951 on the Trust Territories of the Pacific.

UNESCO's observations have been divided into two parts: general observations and comments relating to each territory. In the general observations a few items on UNESCO's programme have been mentioned; they are commented on in each of the sections relating to the Territories. In the second part, information which might in certain cases be added to the annual reports, has been included in the comments.

An Ad Hoc Committee of the Executive Board of UNESCO met in Paris on 14 and 15 February and approved these observations in their present form, after careful study.

(signed) Jaime Torres Bodet

OBSERVATIONS OF THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC
AND CULTURAL ORGANIZATION ON THE REPORTS FOR 1950-1951 ON
THE TRUST TERRITORIES OF WESTERN SAMOA, NEW GUINEA, NAURU
AND THE PACIFIC ISLANDS.

GENERAL OBSERVATIONS

Education

1. In 1951 UNESCO, acting in the spirit of Article 26 of the Universal Declaration of Human Rights, embarked on a programme covering a number of years and designed to encourage and facilitate throughout the world the progressive application of the principle of free and compulsory primary education for all.

The execution of this programme began at the XIVth Conference on Public Education, convened jointly by UNESCO and the International Bureau of Education, which brought together at Geneva, from 12 to 21 July 1951, the representatives of 49 governments. At the end of its discussions the Conference adopted a series of 66 recommendations, based on the Universal Declaration and on the Draft Covenant prepared by the Human Rights Commission of the Economic and Social Council, which set out and elaborate upon the general principles which might guide the future activities of UNESCO and the Member States concerned in achieving the goal of universal, free education. The Conference appealed to the United Nations, the specialized agencies and other international organizations for concerted action in this matter.

In order to help its Member States to apply these principles, UNESCO is planning a series of regional conferences to study the practical problems which arise in each region in connexion with the extension of compulsory education. UNESCO's General Conference, at its 6th Session, had already approved the summoning of two such conferences, one in South East Asia in December 1952 (also to include countries situated in the Pacific Area) and the other in the Middle East in 1953. The object of these regional conferences is to give teachers a better understanding of the problems they have to face; to initiate precise plans for the application of the principle of free and compulsory primary education; and to promote, whenever possible, the adoption of definite programmes on this question.

UNESCO is also authorized to send to Member States, at their request, educational missions to help the authorities concerned to draw up and
/implement

implement plans for the establishment of free and compulsory education.

A number of recent UNESCO publications are devoted to the subject of universal, free and compulsory education.

Education of women

The XVth International Conference on Public Education, to be convened jointly by the International Bureau of Education and UNESCO, will devote special attention to the problem of women's access to education. In preparation for this Conference, which will take place at Geneva in the summer of 1952, a Working Party met at UNESCO House in December 1951 to plan studies on the subject. It considered: (1) access of women to general education at primary, secondary and higher levels; (2) access of women to technical and professional education at all levels; (3) access of women to fundamental and adult education in both urban and rural areas. Also in preparation for the XVth International Conference, a questionnaire relating to the access of women to education, prepared jointly by the International Bureau of Education and UNESCO, has been sent to Ministries of Education in all Member States.

Fundamental education.

UNESCO is pursuing its task of assisting and co-ordinating fundamental and adult education campaigns throughout the world. The means employed include, on the one hand, publications, missions of experts, and administrative liaison between fundamental education projects within the framework of UNESCO's normal programme, and on the other, the creation of a series of International Production and Training Centres, on the model of that recently established at Patzcuaro, Mexico, for Latin America. These Centres will be financed in part from UNESCO's normal budget, in part from technical assistance funds and in part from extra-budgetary contributions: thus the Patzcuaro Centre has received generous support from the Government of Mexico and has benefited from direct and indirect assistance afforded by the Organization of American States.

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UNESCO's Executive Board, after examining the proposals put forward by various Member States for the creation of a second Centre, decided that it should be established on Egyptian territory during 1952, with the collaboration of Saudi-Arabia, Iraq, Hashemite Jordan, Lebanon and Syria.

During 1951, 40 national fundamental education projects, proposed by 16 Member States, were integrated into UNESCO's Associated Project System; some of these projects have been provided with experts to assist in the training of local personnel. At the request of the Member States concerned, UNESCO has also sent missions of fundamental education experts to Burma, Pakistan, the Philippines and Thailand.

Conjointly with this effort, 14 Member States have established national committees for fundamental education, whose task is to advise their Governments in the realization of the programme approved by UNESCO's General Conference, to select candidates for UNESCO fellowships, and to set up national information centres for fundamental education.

Vernacular Languages.

A meeting of experts on the use of vernacular languages as vehicles of instruction, both in and out of school, and the related problems of teaching in languages other than the vernacular, was held at UNESCO House from 15 November to 5 December 1951. The meeting examined data furnished by 25 Member States, as well as reports and working papers prepared by experts and various organizations. The members, who came from 11 different countries (Australia, Belgium, Burma, France, India, Indonesia, Netherlands, Philippines, Union of South Africa, United Kingdom, United States of America), agreed that, as a general rule, the mother tongue should be used as a vehicle of instruction in the first stage (except in certain special cases) and that subsequently a more widely-spoken language should gradually be brought into use. However, so many different situations exist and the problem has so many aspects that the necessity may arise for different solutions to be applied in particular cases in the general interest of the populations. These conclusions are thus not final, and UNESCO will continue to study the problem in 1952.

Mass Communication.

One of the objects of the survey carried out by UNESCO since 1947 on the technical resources of press, film and radio throughout the world, is to provide as full information as possible on existing communication media in all countries. The results of this survey are published each year under the title: Reports on the Facilities of Mass Communication: Press, Film Radio (UNESCO publications Nos. 214, 436, 899). There is also a summary World Communications (1951), (UNESCO Publication No. 700) which contains information on more than 170 States and territories. Where the surveys bear on under-developed territories, special attention has been paid to the use of press, radio and film for educational purposes.

Thus in the report on the technical facilities of mass communication published in 1950 (Press, Film, Radio, Vol. IV) emphasis was placed, whenever possible, on native press, broadcasts, and film shows for the native populations. The reports indicate, wherever such facilities exist: the number of journals published for the natives, the languages in which they appear, and the size of their circulation; and, in the field of broadcasting, the number of hours devoted to programmes for the natives, the contents of such programmes, and the steps taken to increase reception facilities for the natives.

The information on existing facilities in the field of press, radio and film, which in some cases supplements the particulars contained in the annual reports submitted to the Secretary-General of the United Nations under Article 88 of the Charter, was communicated for the first time to the Trusteeship Council in the chapter on the Territory of Tanganyika included in UNESCO's observations presented to the 9th Session of the Council (T/903, pp.16-17).

In 1951, this survey was continued in various other territories, including the Trust Territories of the Cameroons, Togoland and Ruanda-Urundi, and the territories in the Pacific administered by the United States and New Zealand.

Information supplementing the annual reports is contained in each of the following sections: Western Samoa, New Guinea, and the Trust Territory of the Pacific Islands. The information concerning New Guinea is drawn from

Volume IV of Press, Film, Radio (UNESCO 1951, Publ. 899); that concerning Western Samoa and the Pacific Islands is taken from information to be published in 1952 in Volume V of the same publication.

Libraries.

UNESCO has already drawn the Trusteeship Council's attention (T/439, pp. 11-12, T/903, pp. 10-11) to the importance of developing public libraries, and to their role not only in the dissemination of culture but in the struggle against illiteracy; as well as to the urgent need for establishing special and technical libraries for the use of teachers, scientists and technicians.

It would be useful were the reports to contain more detailed information on the possibilities of establishing public libraries and documentations services in general. Where libraries exist, such information might include the number of libraries in each category, the number of readers and the number of works lent out either for research purposes or for the general use of the public. Information on the origin of the collections and the languages in which the works are written would make it possible to determine the extent to which vernacular languages are represented, where there is a written vernacular.

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A more detailed list of UNESCO's activities of interest to Trust and Non-Self-Governing Territories was submitted to the Committee on Information from Non-Self-Governing Territories at its 1951 Session. (A/AC.35/L.64).

W E S T E R N S A M O A

Social Progress

Western Samoa is a territory in which the native social structure has remained largely intact, whilst adapting itself to the various forms of progress introduced by the Administering Authorities. UNESCO was particularly gratified to note the importance attached by the New Zealand Government to ethnographical research, and its intention of appointing an ethnographer to carry out research as part of a general survey.

/The report

The report draws attention (pp.23, 25, 43) to considerable activity with regard to research and to the public health and agricultural services. One of the means whereby the territory's experts, and the natives being trained for such work, are able to keep abreast of scientific progress abroad, has been the establishment of a local research library **and** an information service. As regards the training of medical staff, the report mentions (p.44) the foundation of an association of medical practitioners for the purpose of "raising the standard of medical practice among Samoan medical practitioners". This association could likewise be encouraged to establish a medical library.

A Government reference library consisting principally of official documents has been built up and the nucleus of a special library attached to the Broadcasting Department has been established and is being further developed. However, there is no public library in the territory. The school libraries, mentioned on page 58 of the report, are of course a valuable aid to the advance of education, and their extensive development is to be commended, but they do not perhaps provide all the library facilities needed.

In its previous comments to the Trusteeship Council, UNESCO drew attention to the advantages accruing from a system of public libraries open to all. The principles underlying a rational organization of such libraries are set forth in the Unesco Manifesto on Public Libraries.

Mass Communication

Apia has a cinema for 35 mm. films and there are two mobile film projectors for 16 mm. films with which one screening a week is given in each of the six villages.

The following information will probably be of interest to the Council: it is taken from the report on the technical communication media of New Zealand, to be published by UNESCO in 1952 in Volume V of "Press, Radio, Films".

The film industry in New Zealand is a licensed one. Both distribution and exhibition sections of the industry are required to conduct their business under licence within the scope of the Cinematograph Films Act of 1928 and its subsequent amendments and regulations, the administration of which (apart from the processes of censorship and film registration) is in the hands of a specially appointed statutory officer, the Chief Inspector of Films.

The New Zealand National Film Unit, set up as part of the official Information Services, produced just over 50 films between 31 March 1950 and 31 March 1951, and 27 in the following six months.

Current productions can roughly be classified in four categories:

1. Special and short features.
2. The "New Zealand Mirror" series comprising one-reel films of the magazine type, each containing three or four items.
3. Educational and instructional films intended primarily for specialized audiences: films for farmers on such topics as aerial top-dressing and soil erosion; films for training nurses in hospitals; and films for the Health Department on such subjects as cancer or tuberculosis among the Maoris. Some films in this category are intended for general use in public information, e.g. for the instruction of children in road safety.
4. Colour productions (mostly 16 mm. but some 35 mm.) largely of scenic and tourist interest. Colour production in 35 mm., however, is restricted by shortage of filmstock.

New Zealand has a few private production companies: Pacific Film Unit and Pacific Films Ltd., Television Films Ltd., Apex Films Ltd., and Morrow Production Ltd., all in Wellington.

Pacific Films Ltd., like the Pacific Film Unit, with which it is associated, is primarily a production unit, formed to make feature films and other unsponsored films. It has just completed its first feature, Broken Barrier (6,200 feet), which is also the first full-length story feature made in New Zealand since well before the war. Its theme - race relations between **Maoris** and Europeans in New Zealand - was directly inspired by the Universal Declaration of Human Rights and by the UNESCO campaign to stimulate the production of films based on race problems.

The use of the film and other visual media for educational purposes falls chiefly within the province of the New Zealand Film Library, which is a branch of the Education Department. In 1950, the National Film Library produced 25 new filmstrips, chiefly on New Zealand subjects. In addition, 89 other new filmstrips were printed from negatives obtained overseas.

Films reaching the Island Territories have already been subject to the New Zealand censorship examination, but as this safeguard is not regarded as sufficient for the local populations, there is legislative provision for the special censorship of films in the islands. In Samoa and the Cook Islands, the Chief Inspector of Police usually acts as censor, with the co-operation perhaps of one or two other officials or residents. The object of this additional censorship is to shelter the traditional social structure of the territories from influences which might disturb it.

The newsreels screened form part of a programme circulating as a unit; that is, newsreels are tied to features and are not distributed on independent circuits. This means that newsreels shown in the island territories are often very old and out-of-date.

Films in Education

The island territories are provided with educational films and filmstrips from the National Film Library in New Zealand. In addition, a film library is now being built up in Rarotonga in the Cook Islands as a distributing centre for the region. Rarotonga has been chosen because its climate is not so hot as that of Samoa and the life of films should consequently be longer. A large number of films are on order for this library in Rarotonga, the institution of which was recommended following a survey of the visual aids situation in the island territories carried out by the South Pacific Commission.

The Department of Island Territories also supplies projectors, etc., for use in schools in Apia and the Western Samoan territory; Apia, the capital, has one or two permanent 16 mm. projectors. There is a mobile clinic in Western Samoa, giving screenings of health films and loudspeaker talks. Itinerant visual education teachers, equipped with projectors and educational films and filmstrips, visit the schools in the outlying districts, the projectors being operated by batteries of sufficient capacity to cater for five or six schools. The instructors usually arrive during the day and spend some time in the school preparing the children for the films in the evening. Next morning the children of the school carry the projector and batteries to the next village. Although there is a shortage of films entirely suitable for village people, these shows are highly popular. There is no provision for training local people in the mechanics of film projection, but each year several Samoan school teachers are brought to New Zealand for special courses of various kinds, and a few then learn to operate a projector.

EDUCATIONAL ADVANCEMENT

Progress achieved

UNESCO heartily endorses the general objectives of Samoan education expressed in the report, namely, the preparation of Samoans for full participation in the public life of their country, raising the standards of education, the ultimate development of free and compulsory education for all children, and the provision of a higher level of education for a selected group of able boys and girls who will become the leaders of Samoa. It is to be hoped that the plans for free and compulsory education will be developed within a reasonable period of time. Whilst it will be necessary to overcome certain financial difficulties, the fact that there is hardly any illiteracy now in Samoa is a very important asset; for this favourable situation both public and denominational education authorities are to be congratulated.

Marked progress has been achieved in the last few years in Samoan education. Perhaps the most important, from the standpoint of its promise for the future, is the progress in teacher-training. The course has been raised from two to three years and the number of trainees, which was forty-five in 1947, has now reached 119; it is planned to increase it to 150. Work is actively going on in the production of textbooks in the Samoan language for the first four years of primary school. Broadcasting, both for children in school and for adults, has had a marked success, as much for its educational influence as for the goodwill it has produced towards education. Visual aids have been introduced, and two visual-aid instructors are visiting the schools and communities. The schools are better equipped, while the introduction of a new type of building suitable to the climate is progressing. At the same time, a plan for the expansion of the educational system is operating. Among the features of this plan is the establishment of district schools giving full primary education, the launching of the Samoa College, the existence of a secondary school with full New Zealand school certificate standard and the development of intermediate schools giving a practical type of education. All these features are welcome signs of progress along sound lines.

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This progress has been more than matched by increased budgetary provision for education. While in 1946/47 £23,823 was spent on education, representing 10.3 per cent of the total budget of the Territory, in 1949/50, £70,188 was spent, representing 15.3 per cent of the total budget, and for the last nine months of 1950, the sum of £74,197 was spent, representing 16.7 per cent of the total budget.

Public Primary Education

During the period of the report, the 114 government schools had 399 teachers and 13,899 pupils -- a net increase of five school, ninety-three teachers and 571 pupils; this would tend to indicate that the schools are now better staffed than they were in 1949. Of the total number of schools, 105 are village schools, with a total enrolment of 12,637 children, making about 90 per cent of the enrolment. While these village schools were said in a previous report to have reached an average level of education of Standard II, they have now reached an average of Standard IV. Nevertheless, in order accurately to gauge the progress in village primary education, as well as education as a whole, it would be helpful if future reports gave the distribution of pupils over the various standards and forms of the primary, intermediate and secondary schools. This would give a more accurate picture of the amount of education that Samoan children are getting in the public schools, and of the numbers that drop out of school at various stages of the educational ladder.

The total of more than 23,000 children enrolled in both public and denominational schools, as compared with a total Samoan population of 81,000, would seem to indicate a very high percentage of school population. It seems, however, that a large number of students attending school have passed the age of schooling and may be up to 20 years of age. It would be helpful to know what proportion of the pupils who are above the ordinary primary school age -- that is, above the age of 12 -- are enrolled in primary education, and what proportion are of strictly primary school age, i.e. 6 to 12. Does the latter group represent the full complement of children of school age, both in public and denominational schools? The impression gained from the reports is that there are no children of school age out of school. If this is true, it would be expected that as soon as the present over-age children finish their education, there will be a drop in registration, except for the annual increase in the population. The observations of the Administering Authority are invited in this regard.

Secondary and Higher Education

The attempt to provide more adequate and more advanced post-primary education, both of an academic and of a practical kind, is noted with great satisfaction. It is hoped that this trend will be further pursued and expanded, as well as the practice of sending students to New Zealand for higher education. As secondary education develops in Western Samoa, it is to be expected that an increasing proportion of the scholarships in New Zealand will be reserved for higher academic and professional studies, and that the existing total of some ten scholarships annually can be improved upon.

Adult Education

The use of broadcasting in adult education is a commendable feature which deserves further development. It is therefore noted with satisfaction that the staff of the broadcasting station is being increased for the purpose. On the other hand, a decrease in the number of adult students enrolled in evening classes is noted. The reason is given that "many have found themselves unable to keep up the steady effort required for after-hours study". Some further examination of the reasons for the decline in attendance seems desirable, particularly as regards the programme pursued and methods used in relation to the interests and needs of Samoan adults.

Teacher Training

The very satisfactory progress in teacher-training has already been mentioned. Two questions, however, remain: first, given the large number of non-certified teachers and the rapid increase in the Samoan population, is the increase in the number of trainees, even up to the expected 150, enough to satisfy the need for replacing the non-certified teachers within a reasonable period of time -- say ten years -- and at the same time cope with the educational needs of the increasing population? Second, what can be done to re-train the present non-certified teachers?

Denominational Schools

Denominational schools have been the pioneers in education in Western Samoa. They still have a larger student enrolment than the public schools. The growing co-operation between public and denominational educational authorities is welcome, as is the attempt to work out a common primary school programme.

It is reported (page 76) that out of 23,331 children attending denominational schools, 14,937 are not attending government schools, indicating that more than 8,000 pupils attend both government and denominational schools. This point needs to be clarified, in particular as to hours of school attendance and the arrangements made for children attending both types of schools. It would also be desirable that statistics of student enrolment in denominational schools give the distribution of pupils and teachers by type of school: pastor-catechist, primary and secondary schools, and theological colleges.

NEW GUINEA

Mass communication

The following information on the showing of films in New Guinea is drawn from the IVth report on the Facilities of Mass Communication ^{1/} published by UNESCO:

In the Papua and New Guinea Territories of the Australian Commonwealth, the district administration officers act as local censors. The Director of Education carries the title of Chief Censor of the Territories, his functions, generally speaking, being those of an appeal censor.

Entertainment films to be shown to the local population are strictly censored, as in Western Samoa, in order to avoid any disturbance of the traditional features of the social structure of the community.

There are no permanent cinemas. Some entertainment films are shown to the local population by the Visual Education Section of the Department of Education in Port Moresby. This Section was created in 1946 when the Department was established in Port Moresby. In May 1947, a visual education officer was appointed to train selected local assistants in the operation and maintenance of projection equipment, in library work and in clerical duties within the section. The main functions of the Visual Education Section are:

- (1) the provision of a 16 mm educational film and 35 mm filmstrip service to Government and other schools;
- (2) the maintenance of a service to provide approved cinema entertainment for the local inhabitants in localities where no other suitable facilities are available;
- (3) the training of personnel, particularly natives, in the operation and maintenance of visual aid equipment; / (4) The

(4) the production of 35 mm filmstrips and later of 16 mm films.

Since the Section's inception, yearly expenditure on films, projection equipment etc., has constantly increased. Excluding salaries, expenditure has been:

1946-1947: £ A 1,750 (16 mm sound projectors and filmstrip projectors);

1947-1948: £ A 3,500 (films, generators and accessories);

1948-1949: £ A 5,000 (details not known).

To date, no visual aids have been produced, although preliminary work has started by the selecting of suitable material for the production of urgently required filmstrips. It is planned to produce filmstrips within the department. When a 66 mm camera and accessories are obtained, production of films on local subjects will also commence.

16 mm films are distributed by the Section's Film Library in Port Moresby. A start has been made by providing each district education officer with a library of filmstrips. The majority of programmes are provided by the Commonwealth National Library. These programmes are at present being circulated on a fortnightly circuit schedule. The film library in Port Moresby consists of about 260 titles (16 mm. nearly all sound, one copy each). Films are mainly British, United States, Canadian and Australian. The films are divided into classroom films for primary and secondary pupils and documentary films for adult audiences. Filmstrips are also held by the library.

Film shows are given at various sites, both in and out of doors, in the districts of Port Moresby (Papua), Madang and Wewak (New Guinea) and Rabaul (New Britain). Projection equipment has been sent to Kavient (New Ireland) and Manus (Admiralty Islands), to include these districts in the screening circuit schedule, thus bringing the number of sites at which screenings are held twice monthly to 35. All projectors at present in use are transported from one place to another by car; but it is intended that 16 mm sound projectors will be permanently installed at all higher training institutions and teachers' training centres.

Both 16 mm sound projectors and filmstrip projectors are allocated to district education offices, which provide screenings at governmental and missionary schools by arrangement with the district education officer. Where missions or other organizations have their own projectors, the Department provides films. No direct financial assistance is given to schools, as yet, for buying projection equipment.

/In addition

In addition to operating and maintaining its own projectors, the Department makes its servicing facilities available to missions and other organizations. At present the number of film and filmstrip projectors is as follows:

	<u>Government</u>	<u>Missions</u>	<u>Others</u>	<u>Total</u>
16 mm sound projectors	12	10	4	26
Filmstrip projectors	27	20	3	50

In procuring film projection equipment through the Department of Education, arrangements have been made with the manufacturers to have amplifiers specially tropic-treated, and so far this has proved satisfactory.

Though nearly all films from the library are sound films, many of them are shown silent with a commentary in the vernacular of the area, given through a microphone.

Both in the production and in the screening of films, the Education Department works in close collaboration with the Departments of Health and Agriculture.

Finally, the Visual Education Section provides local teachers and education assistants, training at the Sogeri teachers' centre, with instruction on the use of visual aids and in the operation of projection equipment.

EDUCATIONAL ADVANCEMENT

The funds allocated for education were increased by 90 per cent in one year (£ 183,372 in 1949 and £ 348,592 in 1950). The figure for total educational expenditure for 1951 (£ 334,100) does not include expenditure on school buildings; an amount of £ 9,635 was allocated to this item in the educational budget for 1950, so that if this is deducted from the total, leaving £ 338,957, there is a decrease in the total expenditure on education in 1951 of £ 4,857 or 1.4 per cent.

Public and private education

A comparison of the statistics for public and private schools shows that there is a very great difference between the two categories. In 1951, there were thirty-seven private schools to every one public school, and a ratio of 23:1 in the enrolments for private and public schools respectively.

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Although the many reasons for this difference are readily understandable, it is none the less desirable that, in accordance with general trends in education, greater provision should be made for public education, without ~~thus~~ thereby impairing the present close collaboration between the educational authorities and those responsible for missionary education, or departing from the principle, mentioned in a previous report, of avoiding any overlapping when new schools are opened. The extension of public education should go hand in hand with arrangements for the inspection of private schools. The report of the United Nations Visiting Mission (T/791, p. 53) mentions in this connexion an interesting draft order on education, according to which the curricula of the private schools will be controlled by the Administration.

Increase in the Number of Schools and in School Attendance Figures

In 1951, there were 65 public schools, as against 50 in 1950. Public schools in 1951 were attended by 3,675 children, or 848 more than the previous year. The number of private schools increased from 2,310 in 1950 to 2,407 in 1951. These schools were attended by 85,899 pupils in 1950 and by 87,134 in 1951 (8.3% of the total population), or an increase of 1,235 pupils.

The development of education (both public and private) is reflected in a 4.7% increase in the number of schools and a 2.34% increase in enrolments.

The number of public school teachers increased from 126 to 191 (65 new appointments) while that of private school teachers decreased from 3,175 to 2,948 (a reduction of 227 teachers). One of the missions has appointed 300 natives, but according to the report these do not possess the requisite professional qualifications for teaching.

Compulsory Education

The United Nations Visiting Mission did not consider it possible for the time being to make education compulsory throughout the country. Nevertheless, it should already be possible to draw up, in accordance with the recommendation made by the XIVth International Conference on Public Education, a plan for universal, compulsory education, with practical measures spaced out over a given number of years. A preliminary enquiry could be made into the advisability of attacking the problem by regions or zones, so as to avoid undue dispersal of effort.

Educational Opportunities for Women

In the public schools for natives, the ratio of boys (2,017) to girls (187) was 10 to 1 in 1950. According to the latest available data on the distribution, by sexes, of pupils in the mission schools, the number of girls enrolled (25,294) is only 55% that of boys (45,766).

As regards the sex of the teaching staff (according to the 1950 report), the public schools for natives had at that time 83 men teachers and 10 women teachers. In the mission schools, there were 3,067 men and 108 women teachers, the ratio here, therefore, being 28 to 1.

Despite the many difficulties involved in expanding educational opportunities for women, it would be desirable that the authorities should make every effort to reduce the existing differences. The Women's Education Division now operating in the Education Department has a vast and important task before it.

Secondary and Higher Education

At its 8th Session, the Trusteeship Council recommended giving the native population further opportunities of receiving secondary and higher education. Although it is impossible to apply the traditional criteria in order to determine how far the existing post-primary establishments fulfil the requirements of secondary education, it is undoubtedly at the time when general educational facilities are being increased that adequate arrangements for secondary education should be made.

According to the report, the Higher Training Centres are directed by the Government and the missions; they provide a three-year course with one year's preparatory training. These Centres, among other things, train for the careers of teaching and medicine.

Pending the organization of facilities for higher education, it seems desirable to award an adequate number of fellowships, in Australia and elsewhere, in accordance with the relevant recommendation of the Trusteeship Council. Hitherto, no fellowships have been awarded to natives (T/SR.339) and it is strongly hoped that this situation will be remedied.

Training of Teachers

As at 30 June 1951, 61 student-teachers were enrolled for the first year's course at the Higher Institute of Keravat, there were 28 students taking the second-year course, and 34 new teachers had obtained their certificate; while there were 26 student-teachers taking the first-year course at the recently established Dregerhafen Centre.

Since the training of teachers is essential to the success of any plan for universal schooling, UNESCO is bound to stress the need for establishing teachers' training centres proportionate, in numbers, to the growing number of school children. Moreover, it is of the highest importance that teachers should master not only the rudiments of teaching in the strict sense, but should be imbued with the broad conception of their calling implicit in UNESCO's fundamental education campaigns, namely that they should continue to take an active part in the life of the community, keeping in touch with the needs, customs and aspirations of the country people, and becoming active agents of a broad type of education comprising general culture, hygiene, crafts, agriculture and civic instruction.

Vernacular Languages

New Guinea faces the same problems as other countries as regards the use of vernacular languages and the eventual use of another language to speed up the cultural development of the population. But in New Guinea the matter is further complicated by the survival in certain schools of "pidgin English" as a vehicle of instruction. The Administration's efforts to replace pidgin by modern English adapted to local needs is welcomed. At the same time, without claiming to have any final solution for this problem, since there are other than educational factors to be taken into consideration, UNESCO would draw attention to the recommendation of the XIVth International Conference on Public Education and to the recommendation of the Committee of Experts which met in November 1951, which coincide in emphasizing the part played by vernacular languages in campaigns for universal schooling.

Popular and Adult Education

The 1950 report mentioned an experimental literacy campaign, the encouraging results obtained, and the difficulties in obtaining reading material in the vernacular language, which were a bar to the speedy extension of the experiment throughout the country. The importance of such campaigns cannot be too greatly emphasized, and it is satisfying to note that a committee has been established this year to assemble and distribute the necessary material, that periodicals are being published by the Education Department and the missions, that an expert on manual work has been appointed to advise teachers and adults in the villages, that the work of the Visual Education Section of the Education Department is being extended, that daily broadcasts are being given in the vernacular languages, and that regional libraries are being established.

/With regard

With regard to the training programme of the Commonwealth Reconstruction Service, the rapid falling-off in the number of students (1535 in 1949, 985 in 1950, 363 in 1951 -- p.109 of 1951 report) points to the completion of this project in the near future. The Centres will then be used for vocational training (T/SR.334, p.165). The South Pacific Commission has made a study of the Territory's facilities for vocational training.

Libraries

It is satisfactory to learn that there is a Public Libraries Service, run by professional librarians, in the Territory itself. However, it would be helpful if future reports could include more detailed statistics, particularly on library collections, the languages in which the books are printed, the number of readers, and the number of books lent. Although it is stated in the report that the number of public libraries in the Territory has increased, and that they are now being used by Non-Europeans who have reached the necessary educational standard, the lack of statistics makes it impossible to realize exactly how much progress has been made in this field. As 90,809 pupils attend the 2,472 schools of the Territory, there would seem to be a fairly large potential library public.

However, some information would be extremely useful as to present possibilities of using specialized or research libraries. Distance is probably an obstacle to extending Australian services to New Guinea; and it would seem that the establishment in the Territory of at least one central library, containing only scientific works, or of a documentation service, would be useful to specialists in Public Health, Agriculture, or other branches of activity directed towards social progress.

N A U R U

Educational Advancement

Educational progress during the period under review is shown by the marked proportional increase in the budget allotment for 1951 as compared with 1950. The budget has risen from £7,048 to £10,055, representing a net increase of £3,007 or 42.66%. This increase is divided as follows:

£1,466 or 33% for Nauruan education, and
£1,541 or 60% for European education.

/As in

As in previous years, the cost of Nauruan education is derived from the Royalty Trust Fund and that of European education is met from administration funds. It is gratifying to note that all education in Nauru is free and no fees are charged.

Through the opening of the secondary school at Nauru, secondary education is now resumed.

Three primary school teachers have been added, of whom two are Nauruan teachers and one is a European infant school teacher for Nauruan schools. The total of Nauruan school teachers is now 27.

With the opening of the secondary school, the number of Nauruan pupils attending school has risen from 355 to 380. In addition, there are 44 European pupils, bringing the total to 424. European pupils constitute 10.3% of the total enrolment. Expenditure on European education constitutes 41% of the total education budget.

Extra reading material has been supplied to the schools and in addition each of the six district schools now has its own library of 100 books. This will increase the effectiveness of the schools. It is to be hoped that the school libraries will be further developed in the future.

Primary Education

The statistics of school attendance show that there are 380 Nauruan pupils, all but 30 of whom are in primary schools. In addition, there are 44 European children, all except 3 of whom are in the first six years of primary school. The age distribution of these children is as follows:

<u>Age Group</u>	<u>Male</u>	<u>Female</u>
Less than 6	23	22
6 to 12 years	100	79
12 to 16 years	90	65
16 and over	21	25
	<u>234</u>	<u>191</u>

The above distribution shows that in the two middle groups, age 6 to 16, there are 46 more boys than there are girls in the schools. This seems to indicate, judged by ordinary standards, that a certain proportion of girls, estimated at about 15%, do not go to school. It is not possible to validate this statement with absolute certainty, in the light of the population and

school attendance statistics given in the reports. It would be helpful if the Administering Authority could include in its next report an estimate of the number of children of school-age of both sexes, if any, who still remain out of school.

A further examination of the figures shows that all except 30 pupils of the age group 6 to 16 are registered in the six primary grades, the normal age for which would be 6 to 12. Yet, approximately 40% of the pupils enrolled are above the age of 12, a fact which implies a large amount of retardation. This retardation exists entirely among the Nauruan and Gilbertese children, since all except 4 of the European children are below the age of 12. Perhaps the most important reason for this retardation is the fact that Nauruan schools are entirely staffed with unqualified teachers.

Secondary Education

The plan for the provision of secondary education envisages the establishment of a central primary school, with a domestic science centre for girls, and a post-primary school for boys with emphasis on technical subjects. The application of this plan has already begun in the re-opening of the secondary school. It is to be hoped that this will be further developed so as to obviate the necessity of sending students abroad for purposes of secondary education.

Teacher-Training

The fact that none of the Nauruan teachers is qualified has been in the past the subject of repeated comment by the Administering Authority, by the Visiting Mission of the United Nations, and by members of the Trusteeship Council. It is therefore gratifying to read in the observations of the Administering Authority of 27 February 1951 (T/852, p.7), that "special training of Nauruan teachers has been initiated with bi-weekly instructional classes to raise the standards of Nauruan teachers as the preliminary to the improvement of standards in the schools". While this is a step in the right direction, the improvement in the qualifications of teachers resulting from such courses will be limited, owing to the inadequate educational background of the teachers.

A sound long-term programme of regular teacher-training should be laid down. Some of the fourteen Nauruan men and women students now undertaking a secondary course in Australia might be persuaded to enter Australian training colleges after completion of their secondary education. If this plan is pursued over a number of years, it would provide Nauruan schools with primary school teachers of a standard comparable to that of Australia. The more promising teachers now teaching in Nauru would help the well-trained teachers entrusted with raising the level of instruction to the desired standard.

TRUST TERRITORY OF THE PACIFIC ISLANDS

Mass Communication

No newspaper or periodical is issued in the Trust Territory, but schools, religious institutions and the Administration publish news sheets from time to time. A few copies of newspapers are received from abroad, and press correspondents occasionally visit the Islands.

The showing of films in the Trust Territory of the Pacific Islands administered by the United States of America is not subject to any regulation or special local censorship.

Films for the public are distributed and shown by the United States Navy Recreation Service, except in Saipan where a commercial firm exhibits films in a private hall.

There is some limited local broadcasting. As listeners are not required to declare radio receivers, the number of these is not known.

Educational Advancement

As in the previous year, it is noted with satisfaction that some 17 per cent of the total population attended school full time during 1951. The proportion of budgetary funds (both local and appropriated) devoted to education is considerable: 24.4 per cent in 1949, 29 per cent in 1950, 29 per cent in 1951.

In the administration, UNESCO notes with satisfaction the growing degree to which natives of the Islands are sharing in policy making and supervisory functions. Since universal schooling has almost been achieved, and is free at the elementary level, the time may be ripe for de jure recognition of compulsory education.

/The organization

The organization of the school system presents certain features of interest. Comparison of the three years 1949-1951 shows a recession of enrolment in public elementary schools (1949 -- 7,136; 1950 -- 6,715; 1951 -- 6,609) with a corresponding growth of enrolment in mission schools (1949 -- 1,123; 1950 -- 1,439; 1951 -- 1,760). For the overall elementary totals, however -- schools, staff, pupils -- the high level of 1949 is maintained in 1950, and 1951 shows a marked rise in schools (9 per cent) and in staff (14 per cent).

Primary and Post-Primary Education

Some further analysis of the elementary school population, such as breakdown by age and by class, would provide useful evidence for educators in other countries who might profit from experience gained in the Trust Territory.

The same remark applies to the raising of the school entrance age to 8 years; the grounds for this step, and results observed after three years of trial, may have considerable interest.

The primary course has been progressively extended, until in 1951 a number of schools had the full six-year course. It is appreciated that in a scattered school system, where many of the units have plural classes based on a grouping system, such analysis may be difficult; but it is felt that a study of the regularity and persistence of attendance at school would have value to the Administering Authority as well as to the world at large.

At the post-elementary stage there is a marked advance on 1949. In 1950, intermediate school enrolment rose by 13 per cent, staffing by almost 60 per cent, this latter accounted for largely by additional indigenous teachers; in 1951 enrolment again rose by 13 per cent and staffing showed a small gain. Enrolments for study abroad rose from nineteen to forty between 1950-1951. These trends are related directly to the Administering Authority's policy of training the people to assume responsibility for their own affairs.

The detailed curricula given in both 1950 and 1951 reports are noted with interest. The language policy, in a complex situation, appears to be as follows: the mother tongue is used as the teaching medium in the first two grades, with English introduced orally; reading and writing in English begin in the third grade, and English becomes the medium of instruction at the post-elementary level, where grouping of students with various mother-tongues makes

the use of a common language indispensable. Research on the vernacular languages has led to the preparation of some educational materials, and the appointment in 1950 of a supervisor of languages on the staff of the High Commissioner is to be noted. The curricula for elementary, intermediate and teacher education also show the considerable place given to agriculture and practical arts as a means of orientating the schools towards community needs. Lastly, it is noted with satisfaction that teaching about the United Nations is included in all syllabuses.

Teacher Training

Facilities for the training of teachers include terminal courses in all intermediate schools, instruction given at the Pacific Islands Teacher Training School and, to an increasing extent, in-service training. This programme is sufficient to ensure a supply of new teachers and to improve the qualifications of those already in the schools. The formation of district teacher's associations and of the Micronesian Educational Association is noted as a further step to raise the status of the teaching profession.

Adult Education

By comparison with formal schooling, the movement for adult education appears less fully developed. Courses are given in the intermediate schools, with emphasis on English, health and public safety. It is also to be noted that much basic research has now been completed -- on health and diet, sociology and linguistics -- so that the raw materials for a broader programme of adult education are available. Such a programme, with an administrative status of its own and extending to all aspects of community life, economic as well as political and cultural, should be regarded as an indispensable complement to formal schooling as in many comparable regions of the world. UNESCO would willingly make available to the Administering Authority such information as it has on the subject.
