UNITED NATIONS

REPORT OF THE SPECIAL COMMITTEE ON INFORMATION TRANSMITTED UNDER ARTICLE 73 e OF THE CHARTER

(18 August - 12 September 1950)

GENERAL ASSEMBLY
OFFICIAL RECORDS : FIFTH SESSION
SUPPLEMENT No. 17 (A/1303/Rev. 1)

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REPORT OF THE SPECIAL COMMITTEE ON INFORMATION TRANSMITTED UNDER ARTICLE 73 e OF THE CHARTER (A/1303)

PART ONE

REPORT OF THE SPECIAL COMMITTEE

I. Constitution of the Special Committee

1. The General Assembly, by resolution 332 (IV) adopted on 2 December 1949 during the fourth regular session, constituted a Special Committee for a three-year period to examine the summaries and analyses of information transmitted under Article 73e of the Charter, including any papers prepared by the specialized agencies.

2. The terms of reference of the Committee are set forth in the resolution as follows :

" ... to examine, in the spirit of paragraphs 3 and 4 of Article 1 and of Article 55 of the Charter, the summaries and analyses of information transmitted under Article 73 e of the Charter on the 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" and

"to submit to the regular sessions of the General Assembly in 1950, 1951 and 1952 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. The Committee consisted of sixteen members, comprising the eight Member States transmitting information and an equal number of other Member States elected by the Fourth Committee on behalf of the General Assembly. Of the non-administering Member States, two were elected for a term of one year, two for two years, and four for three years. The following are the members of the 1950 Special Committee :

Members transmitting information	*Elected members*
Australia	Brazil
Belgium	Egypt
Denmark	India
France	Mexico
Netherlands	Philippines
New Zealand	Sweden
United Kingdom of Great Britain and Northern Ireland	Union of Soviet Socialist Republics
United States of America	Venezuela

4. The Committee met at Lake Success, New York, and held 29 meetings from 18 August to 12 September 1950. All the above-named members of the Committee were represented except the Union of Soviet Socialist Republics.

5. The representatives of the following specialized agencies took an active part in the discussions of the Committee: the International Labour Organisation (ILO), the Food and Agriculture Organization (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO).

II. Officers

6. The officers elected by the Committee were:
Mr. B. Shiva Rao (India), Chairman;
Mr. C. Gonzalez (Venezuela), Vice-Chairman;
Mr. A. I. Spits (Netherlands), Rapporteur.

7. A Sub-Committeee to draft a special report on education was appointed at the ninth meeting of the Committee. It was composed of the representatives of Australia, Brazil, India, the Philippines, the United Kingdom and the United States. The representative of the Netherlands, in his capacity of Rapporteur, was an *ex officio* member without the right to vote and was elected Chairman of the Sub-Committee. The representative of UNESCO also participated in the work of the Sub-Committee.

III. Agenda

8. The Committee adopted the provisional agenda, subject to the inclusion of "teacher training" as a specific subject for consideration under the item dealing with education, and the reversal of order of the original items 5 and 6. The revised agenda is set forth in Annex I.

IV. Preliminary statements

9. At the opening meeting of the Committee, after the adoption of the agenda, the representatives of Belgium, France and the United Kingdom made general statements concerning their participation in this year's work of the Committee.

10. The representative of Belgium said that he had been instructed to read a letter to the Committee and to

request its reproduction in full in the record. The text of the pertinent part of the letter is as follows:

"The Belgian Government has never concealed its conviction that the Special Committee, by reason of the powers conferred upon it and the manner in which it conducts its work, exceeds the limits of the competence conferred by the Charter on United Nations bodies. In that respect, the Belgian Government has clearly reserved its legal position in the past. It did so, in particular, in the General Assembly on 1 December 1949. It wishes to do so again now, at the opening of the present session of the Special Committee, and is agreeable to continuing its participation in the work of the Committee only for reason of conciliation and good will. Such participation must in no way be interpreted as implying any abandonment on the part of Belgium of its legal position under the Charter as conceived in San Francisco. This reservation is general in scope and applies to any hypothesis, in particular to a possible reference of the question to the International Court of Justice. Whatever may be the attitude of its representatives, as expressed by their vote or otherwise, Belgium's participation does not imply any agreement, express or tacit, which might restrict its rights and affect its full freedom of action, whatever the circumstances."

11. The representative of France stated that his Government had decided to take part in the work of the Committee in a spirit of conciliation, realizing that the Committee could do useful work, but that the reservations of a constitutional nature which his Government had made at the fourth session of the General Assembly nevertheless were to be considered in force and effect.

12. The representative of the United Kingdom stated that in a sense the 1950 Special Committee was making a new start, since the General Assembly had decided in 1949 to set up the Committee for a three-year period. He recalled the reservation made by the United Kingdom representative in the General Assembly in 1949 and stated that, in the interval, his Government had given the most serious consideration to the matter and decided that as a loyal Member of the United Nations it should, and would, continue to co-operate in the Committee's work as fully as possible. This decision was in accordance with the general policy recently indicated by the United Kingdom representative in the Security Council when he had stated that the United Nations was the only present basis for a possible world community other than some centrally controlled world despotism at variance with all the purposes and principles inscribed in the Charter. The Special Committee could play a most useful part in the development of the "United Nations way" if its members showed a true spirit of co-operation and if it acknowledged the limits imposed by the Charter. While the United Kingdom Government intended to participate fully in the work of the Committee, it was still unable to accept the view expressed in the past by certain non-administering Members that the Charter gave the United Nations the right to supervise the administration of Non-Self-Governing Territories or to make metropolitan Governments accountable to the United Nations in respect of such Territories. The participation of his delegation in the Special Committee was to be regarded as subject to the general reservation that there was nothing in Chapter XI of the Charter to justify the claims of those who wished to establish the doctrine of international accountability in respect of Non-Self-Governing Territories which were not Trust Territories. Subject to this reservation, his delegation hoped that the Special Committee would conduct its discussions with a view to facilitating the constructive interchange of ideas and experience, and his delegation would participate to the full in such an exchange.

13. Commenting on the above statements, the representatives of India, the Philippines and the United States expressed their confidence in the work of the Special Committee and observed that the position of the Administering Members was fully safeguarded by the terms of Chapter XI of the Charter.

14. The Special Committee noted that the Government of Denmark had invited the Assistant Secretary-General, Dr. Victor Hoo, and the Director of the Division of Information from Non-Self-Governing Territories, Mr. Wilfrid Benson, to visit Greenland, a Non-Self-Governing Territory under its administration. This visit had taken place between 15 June and 8 July 1950. The representative of Egypt, in commending this action, expressed the hope that other Administering Members would follow the example of the Government of Denmark.

V. The Secretary-General's summaries of statistical information

15. In the course of the discussion which took place on the Secretary-General's summaries of statistical information, members expressed satisfaction with the documentation which had been prepared for the Committee by the Secretary-General, and with the increased volume of information which had been transmitted by the Administering Members. Nevertheless, some representatives drew attention to a number of economic and social problems on which it was desired to receive further information or to which greater attention should be paid in the Secretary-General's summaries and analyses.

16. The extended use of supplemental information and the improvement in the use of relevant and comparable statistical information were noted. The view was expressed that the availability of comparable information enabled the Committee to approach its task of objectively and scientifically assessing the information before it.

17. Nevertheless, the representative of Egypt noted that the document prepared by the Secretariat on the training of indigenous medical personnel (A/AC.35/L.5) contained information on a number of sovereign States, although the function of the Committee was to examine information from Non-Self-Governing Territories. While he did not wish to criticize the valuable work of the Secretariat, he pointed out that General Assembly resolution 218 (III) invited the Secretary-General to include relevant and comparable official statistical information. The document in question contained a description of conditions in the sovereign States concerned, and some of the information cited was out of date. It had never been

the intention of the General Assembly that the internal affairs of sovereign States should be discussed. Such information should not be included without the consent of the Member concerned. Accordingly, he introduced a resolution which would have invited the Secretary-General to secure, before the use of comparable information on sovereign States, the consent of the Member State to which the information related.

18. Several members of the Committee expressed the view that the question of the use of comparable information from independent countries should be interpreted in the light of paragraph 6 of General Assembly resolution 143 (II) and paragraph 3 of General Assembly resolution 218 (III). These resolutions were not necessarily inconsistent and should be considered together. The representatives of the United Kingdom and the United States considered that information which had been communicated to the United Nations or to the specialized agencies was available for use by the Secretary-General under the terms of paragraph 3 of resolution 218 (III), which was wider than and replaced paragraph 6 of resolution 143 (II). The representative of the United Kingdom, however, suggested that it might be desirable in future to indicate that such comparable information was being used to provide a means of assessing information transmitted under Article 73 e of the Charter.

19. At a later stage in the proceedings of the Committee, the representative of Egypt, in view of the short time available for the completion of the Committee's work, withdrew the draft resolution he had submitted, while reserving his right to reintroduce it on another occasion.

20. It was noted that the Government of the Dominican Republic had transmitted information concerning the operations of the University of Santo Domingo, in the belief that it would be useful to the Committee in its consideration of the question of education. This was regarded as a commendable response to General Assembly resolution 218 (III), which invites the Secretary-General to extend the use of supplemental information, including all relevant and comparable information within the categories enumerated in Article 73 e of the Charter, which has been communicated to the United Nations or the specialized agencies. It was hoped that other delegations would follow this constructive example.

21. The representative of the Philippines indicated that there were three ways in which comparisons could be made : first, among the Non-Self-Governing Territories themselves; second, between conditions in the Non-Self-Governing Territories and in the metropolitan country; and third, between Non-Self-Governing Territories and non-administering Members. In his view, the peoples of the Non-Self-Governing Territories, as well as the Administering Members, would benefit from the three types of comparison.

22. In response to numerous requests for additional information, a number of the Administering Members called attention to the fact that much of this information was regularly transmitted to the Secretary-General, but necessarily could not be placed before the Committee in the form of summaries by the Secretary-General. It was generally recognized that this was a problem in the Committee's procedure which could not readily be overcome, since the documents placed before the Committee had to be selective.

23. In the information transmitted under Article 73 e the Government of Belgium supplied pictorial information on the Belgian Congo, and during the session of the Committee photographs were made available by the representatives of Australia, Denmark and the United Kingdom showing aspects of economic and social life in some of their territories. The opinion was expressed in the Committee that such pictorial material was of real value, and it was hoped that in future years it would be supplied more generally.

VI. Education in Non-Self-Governing Territories

24. The work of the Special Committee in 1950 was outlined in General Assembly resolution 333 (IV) in the following terms:

> "... without prejudice to the consideration of the other two functional fields, to give special attention to the problems of education in the Non-Self-Governing Territories, with particular attention to development of training in the economic and social fields".

The resolution also invited members of the Special Committee to make special preparations in this field for the 1950 session, with a view to facilitating the constructive interchange of ideas and experience on such educational problems.

25. In response to this invitation, educational advisers were attached to the delegations of Australia, the Netherlands, the United Kingdom and the United States. After the conclusion of its discussions on education, the Committee adopted unanimously a resolution introduced by the representative of the Philippines, expressing its appreciation of the valuable contribution made by the educational experts to the work of the Special Committee during the discussion of educational problems.

26. The Secretariat had prepared documents dealing with the eradication of illiteracy (A/AC.35/L.11), equal treatment in matters relating to education (A/AC.35/L.17), participation of the inhabitants in the formulation of educational policy and in the administration of education (A/AC.35/L.18), higher education (A/AC.35/L.7 and Corr.1) and teacher training (A/AC.35/L.13), and the United Nations Educational, Scientific and Cultural Organization had prepared papers on the eradication of illiteracy (E/AC.35/L.11/Add.1) and the language of instruction (A/AC.35/L.15).

27. The Committee discussed this information from its third to its eleventh meeting. The representatives of the Administering Members provided considerable further information on the development of education in the territories under their administration. The representatives of a number of the non-administering Members outlined the manner in which problems of education were being treated in their own countries in cases where these problems were similar to those arising in the Non-Self-Governing Territories. Apart from this interchange of experience, there

was a substantial interchange of ideas on problems and objectives, in which most of the members of the Committee took part.

28. It has not been thought necessary to deal in detail with these discussions in this first part of the report of the Special Committee. At its ninth meeting, in view of the importance of its discussions on education, the Special Committee established an Education Sub-Committee with broad terms of reference to prepare a special report on education for the consideration of the full Committee. The membership of this Sub-Committee has been given above in section II.

29. The Sub-Committee's report was presented to the Special Committee at its nineteenth meeting and discussed from its twenty-first to its twenty-fifth meeting. It was revised by the Committee in some particulars, and the text as revised (A/1303/Add.1) forms the second part of the report of the Special Committee.

30. Following the examination of this report by the Committee, a joint resolution was proposed by the representatives of India, the Netherlands, the Philippines and the United States. By this resolution, the General Assembly was, in particular, invited to approve the special report on education, and the Secretary-General was invited to communicate it to the Administering Members and to UNESCO. After amendments had been accepted, moved by the representative of Australia to bring the resolution into harmony with the final conclusions of the report prepared by the Sub-Committee, the resolution was adopted unanimously. It invited the General Assembly to approve the special report as a brief but considered indication of the importance of educational advancement and the problems still to be faced in the Non-Self-Governing Territories, and the Secretary-General was invited to communicate the report to the Administering Members and to UNESCO.

31. At a later stage, the Special Committee agreed unanimously that the discussion of its report by the General Assembly would be facilitated if the resolution adopted were expanded to cover the general work performed by the Special Committee in 1950, so that the General Assembly would be invited, in addition to taking note of the report of the Special Committee and approving the special report on education, to approve the arrangements proposed by the Special Committee for its work in 1951. This resolution as finally adopted is set forth in annex II.

32. In the course of the discussions on education, the representative of the Philippines invited the attention of the Special Committee to resolutions 137 (II) and 324 (IV) of the General Assembly, resolutions 170 (VII) and 203 (VIII) of the Economic and Social Council, and resolution 36 (III) of the Trusteeship Council, which relate to the teaching of the purposes and principles, structure and activities of the United Nations and the specialized agencies in schools and other educational institutions. He felt that teaching about the United Nations, with emphasis on Chapter XI of the Charter and the Universal Declaration of Human Rights, should be encouraged in the Non-Self-Governing Territories, and might be included in the school curricula. The efforts already being made by the Administering Members were appreciated, and while realizing that the control of education was largely local, he thought that the Administering Members should continue to promote in the Non-Self-Governing Territories the teaching and dissemination of information about the United Nations. He suggested that the Administering Members might transmit information on these matters.

33. It was pointed out by the representatives of some of the Administering Members that, in response to the relevant resolutions mentioned above, they transmitted annually to the Economic and Social Council and to the General Assembly a general report on their activities in regard to teaching about the United Nations; that this report included reference to their activities in the Non-Self-Governing Territories; and that it would be a duplication of effort to report again on this same matter in the information transmitted to the Secretary-General under Article 73 e of the Charter.

VII. Training in the economic and social fields

34. General Assembly resolution 333 (IV), in inviting the Special Committee to give special attention to the problems of education in the Non-Self-Governing Territories, requested that particular attention should be given to the development of training in the economic and social fields. Accordingly, the Secretary-General placed before the Committee documents relating to the training of indigenous medical personnel, of social workers, of agricultural technicians, and of labour and trade union officers.

35. An extended general debate took place on these documents, in the course of which the representatives of the Administering Members submitted statistical data and additional current information to supplement the documents under consideration by the Committee. The Committee did not formulate any conclusions or adopt any resolutions relating to the documents, but the chief points of debate which emerged from the discussion are set forth in the following sub-headings.

Training of medical personnel

36. The representative of the World Health Organization stated that the information before the Committee had shown that, in the majority of the Non-Self-Governing Territories, the facilities for training medical personnel were limited and inadequate in comparison to the immensity of the need. An expert committee of WHO had studied the problems raised by professional and technical training. One of the conclusions reached was that personnel should receive training under conditions similar to those in which they would have to work. In order to develop existing facilities, as well as to establish new ones, it might be possible to pool the resources of several territories, or of several Administering Members. In any co-ordinated action designed to solve this problem WHO would be glad to co-operate.

37. The representative of India felt somewhat discouraged by the picture which had emerged from an assessment of the available training facilities, as it appeared impossible to provide, within the foreseeable future, the

required number of medical personnel for the territories. He suggested that the Administering Members should make greater efforts to train medical personnel, laying greater stress in their programmes on preventive medicine.

38. The representative of France replied that far greater progress had been made than had been indicated. He outlined the training facilities which were available in the territories under French administration. He felt that the Committee should appraise the situation in terms of the efforts made and the results achieved.

39. The representative of the United Kingdom stated that the development of the medical faculties in the colonial university colleges would lead in the near future to a considerable increase in the supply of doctors. He indicated various measures that were being taken in the teaching of hygiene and the control of malaria, which showed the great concern of his Government with preventive medicine.

Training of social workers

40. The representative of the United States stated that due regard should be paid to the conditions peculiar to the Non-Self-Governing Territories and to the needs of their inhabitants, and that therefore the latter should participate to a considerable extent in any programme for the training of social workers.

41. The representative of the United Kingdom explained that this type of work was performed largely by missions and voluntary organizations, and that it was a policy of his Government to encourage and assist them without encroaching on their activities. The United Kingdom was, however, training candidates from the indigenous inhabitants as fast as they could be found to fill senior posts in this field, and many territories now had separate departments of social welfare.

42. The representative of India was pleased that the information showed how much importance the Administering Members attached to the training of social workers; and that they had accepted the principle that it was better to train indigenous social workers than to wait until European candidates could be found. He suggested that they should consider the possibility of employing war veterans in this field as far as possible, indicating that his Government had found that these veterans made valuable social workers. He expressed the hope that the training of Native personnel would receive greater attention from the Administering Members.

43. The representative of the Philippines drew the attention of the Committee to the advantages to be derived from reserving a certain number of United Nations fellowships to enable young people who had completed their studies to supplement their training and to acquire wider experience in this field. He hoped that these opportunities would be brought to the attention of the administrative and educational services in the territories to enable qualified candidates to obtain these fellowships with a minimum of delay. It was not his intention, however, that the Administering Members should lessen their own efforts to train social workers by reason of any fellowships obtained through the United Nations.

44. The representative of France explained that in territories under French administration social services were often closely linked and sometimes completely merged with sanitation services, and that many of the medical institutions also trained social workers. Therefore, the efforts being made by his Government could not be fully appreciated without considering these and a number of similar official and private services, such as the Pasteur Institutes, the Red Cross, and *l'Aide à l'Enfance* (Children's Aid).

Training of agricultural technicians

45. The representative of the Food and Agriculture Organization confirmed the conclusions set forth in the document dealing with this question which the Secretary-General had presented. The vital role played by agriculture in the economic life of the Non-Self-Governing Territories and the importance of agricultural education to the masses of the peoples should be stressed. To combine elementary agricultural education with general elementary education was one way to reduce the gap in knowledge and outlook between the technician and the non-technician. The test of the success of any agricultural training would be provided by evidence of a desire on the part of the trainee to return to agriculture. Since this field offered few rewards and little prestige, students could be attracted only by a strong personal link maintained during training. It was therefore important to locate and organize training in such a way that the trainee spent part of each year in field work in contact with farmers.

46. The representative of the United States stated that since science could play a major role in the task of increasing food production, the training of agricultural technicians was most important in order to extend scientific knowledge to the family working on the land. He described the agricultural extension work carried out in certain of the Non-Self-Governing Territories administered by the United States, such as the adult demonstration work, the work of the boys' and girls' clubs known as the 4-H Clubs, and the school garden programmes. In illustration of this work, films were shown to members of the Committee through arrangements with the representative of the United States. This action was greatly appreciated by the Committee.

47. The representative of India felt that the general picture of agricultural training facilities was not satisfactory. There was a real shortage of staff, which hampered the development of agriculture in the French and United Kingdom territories. Likewise, the number of agricultural schools and veterinary training centres was inadequate, and it appeared as though many of the new institutions of higher education did not give sufficient recognition to the need for an expansion in agricultural training. One reason for the small number of students attracted to agriculture was the fact that Government service was their only prospect, with a future financially much less rewarding than that offered by medicine and other fields.

48. The representative of France pointed out that the shortage of staff referred to in the Ten-Year Plan of Development for the French Overseas Territories must

be considered in relation to existing conditions. The plan provided for an expansion in all fields of education and would be continuously adjusted with due regard for the rapid population growth.

49. The representative of the Philippines suggested that FAO should study the problem of the lack of balance in agricultural production in the territories to see whether it arose from pressures exerted on the agricultural patterns by the predominant economic interests of the Administering Members. He was also interested in the effects of land tenure systems on agricultural development in the territories.

50. The representative of the United Kingdom agreed with the principle that training should be given not only to government agricultural technicians, but also to the people who lived on the land, in order to preserve and stimulate their interest in agriculture. He doubted whether the influence of the ordinary village primary school could be sufficiently strong to keep the children on the land in the face of other influences drawing them away from it. The need for an expansion in agricultural training facilities was fully recognized, but the fact was that there was a lack of candidates to fill vacancies in the existing agricultural training schools. It was difficult to persuade the indigenous inhabitants to remain on the land or to influence their children to take up a farming career. Neither was the land tenure system a decisive factor, because the migration from the land to the towns was just as serious in those areas where a good land tenure system existed. The situation involved factors of health, education, agriculture and world economics, all of which were interdependent. As regards any lack of balance in agricultural production, while private interests in certain cases might exercise considerable influence, the metropolitan country as such could not correctly be charged with retarding more diversified developments.

Training of labour and trade union officers

51. The representative of the International Labour Organisation informed the Committee that, in its programme of work, the ILO was giving high priority to the problem of training skilled labour, foremen and supervisors in industry and agriculture. In respect of the training of labour officers, the ILO attached the greatest importance to the establishment, whether in metropolitan countries or in Non-Self-Governing Territories, of labour inspection services staffed by adequate trained personnel. The functions of those services and the standards required of their staffs had been defined by International Labour Conventions in 1947. The United Kingdom had ratified the Convention concerning labour inspectorates in non-metropolitan territories, and Belgium, France, the Netherlands and the United Kingdom had announced that they accepted in principle the ideas underlying this and other related Conventions.

52. The representative of the United Kingdom stated that, although there were not many official programmes for training experts in the territories administered by the United Kingdom, labour officers from those territories were in fact receiving training in the United Kingdom which was practically equivalent to that given in Great Britain in the courses organized by the Ministry of Labour.

53. The representative of India welcomed the assistance which the Trade Union Congress of the United Kingdom had given in the development of trade unions in certain of the Non-Self-Governing Territories. He considered useful a system which would permit the exchange of labour officers not only between two neighbouring colonies, but also between a Non-Self-Governing Territory and a sovereign State in which labour conditions were similar. He drew attention to the conclusions of the 1950 Asian Regional Conference of the ILO, which had considered the question of labour inspection, and invited the attention of the Administering Members to the recommendation that the fullest consideration should be given to the possibility of making arrangements to establish one or more regional centres for the training of labour inspectors.

54. The representative of France observed that trade union action and Government action were closely linked in the territories of the French Union, particularly in the field of labour inspection. The trade union movement was highly developed in those territories. He pointed out that the Governments of Belgium, France and the United Kingdom had exchanged information on labour conditions in the territories which they administered, and that two African conferences had recently been held to study questions of that kind.

55. The representative of the Philippines stated that the information revealed the existence of two different trends. On the one hand, certain territories, particularly those under French and British administration, appeared to stress the local recruitment of labour officers. On the other hand, existing trade union movements in other territories were being encouraged to affiliate with the trade union organizations of the metropolitan countries. Precautions should be taken to prevent the working-class movement from lagging behind or from taking a dangerous drift. Therefore, the Administering Members should make every effort to encourage the training of trade union officers for the Non-Self-Governing Territories.

56. The representative of Belgium referred to the fact that in the Belgian Congo the Labour Inspection Service had recently been reorganized and the staff increased on the principles laid down in the International Labour Conventions. The information to be transmitted in respect of 1950 would make it possible to assess the progress made.

VIII. Information relating to the other functional fields

57. The Special Committee decided to consider together item 6 of its agenda, the Secretary-General's summaries of information on the progress achieved in accordance with development programmes, and item 7, the Secretary-General's analyses of information relating to other functional fields. It had before it documents prepared by the Secretary-General in relation to development programmes, agricultural and economic conditions, public health, labour and social welfare. A general discussion

ensued, during which members of the Committee made observations relating to the aforementioned subjects.

58. The representative of FAO informed the Committee that in 1949, in order to assist and encourage Governments in planning and carrying out agricultural development programmes, a series of regional conferences to study the question had been organized, and representatives of Non-Self-Governing Territories had occasionally attended. The question of agricultural prices raised in the document prepared by the Secretariat was of primary importance for the agricultural production and economic position of the Non-Self-Governing Territories in relation to the world.

59. The representative of India indicated several questions which deserved consideration and on which further information was desirable. Among these he listed land tenure, which was closely linked with the question of raising the standard of living of rural populations; the allocation of crops, since prices varied for each crop and the growers' profit depended on the choice; and agricultural debt and credit associations. He was also interested in knowing the benefits that the people of the Non-Self-Governing Territories had derived from the participation of colonial territories in the European Recovery Programme. He was glad to note that the Administering Members had taken measures to improve health conditions, water supply, and housing. He stressed the need for improvement in vital statistics, and inquired whether the WHO had undertaken any studies with a view to estimating any margin of error affecting the figures compiled. He emphasized the need for studies on malnutrition and occupational diseases. He thought that the WHO might supply information on the results of studies on preventive action against blindness. He would like to see steps taken in the various territories to provide employment for seasonal workers who were regularly unemployed for prolonged periods, particularly in the agricultural areas. The speedy development of a system of rural industrial cooperatives would be useful.

60. It was stated by the representative of the United Kingdom that considerable information was transmitted under Article 73 e of the Charter, and that much of it answered the questions raised by the representative of India. However, the Secretariat had to be selective in the information which was summarized, in order to keep the papers prepared for the Committee within reasonable limits. He drew the Committee's attention to the unspectacular but important work of improving health conditions, housing, water supply and working conditions which was going forward in many of the territories. He also referred to the measures being taken to deal with malnutrition, with occupational diseases and with blindness.

61. The representative of France drew attention to an example of collective ownership of agricultural land in some of the territories administered by France. Under it, companies had made agreements with the Government to furnish to a specific region all the materials necessary for the cultivation of a particular crop. The companies were responsible for transporting and exporting the crops. He thought it would be advantageous to extend the system to other parts of Africa. The French programme of development was ambitious. Much remained to be done, and while there was a desire by everyone for speed, the present state of insecurity throughout the world was a factor to be considered in relation to the pace of the development programmes. He was pleased to observe the international solidarity which existed in respect of the programmes of economic development. In regard to preventive medicine, excellent results had been obtained in the territories under French administration; he referred in particular to French Equatorial Africa, where sleeping-sickness, malaria and other diseases were being brought under control. Substantial progress had also been made in providing housing. The Committee should study more closely the information before it for the purpose of assessing the efforts made and the results obtained. Only in this way could it be determined to what extent the Administering Members were fulfilling the responsibilities which they had undertaken.

62. The action of the Administering Members in developing integrated plans for the promotion of the welfare of the inhabitants, as evidenced by the documents before the Committee, constituted, in the view of the representative of the United States, a most impressive record. The old idea according to which each territory must pay for itself had been abandoned. In keeping with the spirit of Chapter XI of the Charter, the metropolitan Powers were now contributing, through development programmes, funds to help the peoples of the Non-Self-Governing Territories to obtain schools, scholarships, doctors, roads, aid for agriculture and industry, and many other benefits. He drew the attention of the Committee to the information relating to research work on the fisheries resources of the South Pacific. It would be useful if there were a fuller interchange of experience on such problems.

63. Referring to the Asian Regional Conference of 1950, the representative of ILO stated that land tenure and the conditions of labour for farmers in under-developed areas had been given thorough consideration. The Conference had invited ILO to prepare a study of unemployment and under-employment in agriculture in Asia.

64. The representative of WHO stated that that organization was prepared to assist any of the Non-Self-Governing Territories when requested by the responsible Members. As had been pointed out by the representative of India, it was most important to expand the application of preventive medicine in the territories. WHO was giving continuous attention to the problem of prevention of blindness.

65. The representative of the Philippines drew attention to the problems arising out of the system of small land holdings which prevented the introduction of modern methods of agriculture, and of the practice of bringing large tracts of land under cultivation through the system of land grants to private individuals or corporations, leading to a maldistribution of the land. He was also interested in information with respect to the financing of development plans, which would indicate the presence or absence of private financing. It was desirable that the profits of private firms should be ploughed back for the

further development of the territories. In regard to labour conditions, the question whether discrimination in wages was practised against Native workers was of fundamental importance. He hoped that despite all difficulties, social welfare services in the territories would be extended.

66. The representative of Brazil reviewed the economic conditions in the African territories under the administration of Belgium, France and the United Kingdom. He noted that, with regard to the Belgian Congo, the proposed development plan emphasized the economic aspects. He paid a tribute to the sense of duty shown by the Belgian senators in the report of the Senatorial Commission on the Belgian Congo. The broad outlines of the Ten-Year Plan were designed to improve conditions and were proof that Belgium would spare no effort in executing its mission of services in the heart of Africa. The achievement of economic and social stability in the Belgian Congo lay in the creation of a domestic market so that in times of depression, when foreign trade decreased, the home market would have sufficient force to keep small and large concerns going by becoming better producers and larger consumers and at the same time becoming better tax-payers.

67. He noted with great satisfaction that penal sanctions for breaches of labour contracts had been abolished in the Non-Self-Governing Territories under French administration. The French action was praiseworthy, since these measures had to be put into effect over the protests of many colonists. Most of the funds set aside in the French development programmes were earmarked for North Africa. For Tunisia and Morocco, more than half of the total of 1,000 million dollars would be available. That was a tremendous sum considering the resources of France. In the economic and social development programmes, an appreciable share of available funds had been set aside for public health, education and housing.

68. In respect of the territories administered by the United Kingdom, he referred to the document entitled "The Colonial Territories 1949-1950" which made it clear that the central purpose of United Kingdom colonial policy was to guide the territories to responsible self-government under conditions that assured a fair standard of living. He described what the United Kingdom had done in the fields of public health and education, and noted that capital was being provided for roads and railroads, for power for new industries, and for the development of agriculture and mineral resources. Private enterprise, as well as the metropolitan and the territorial Governments, was providing the necessary funds. The representative of Brazil recalled that the total sum furnished or promised to the territories under the administration of the United Kingdom by the British Treasury between January 1944 and July 1949 had amounted to £160 million. Of that sum, £120 million had been made available through the Colonial Development and Welfare Acts. The United Kingdom, like France, had been compelled to put its programmes into effect at an unfavourable time, when there had been a scarcity of raw materials, capital goods and skilled staff. The rise in prices of material and equipment had required a revision in the plans, as a result of which the sum to be spent had been increased from £17,500,000 a year to £120 million. It would be easy to realize the magnitude of the credits granted now by the United Kingdom for current economic and social development programmes if one recalled that the Colonial Development Act of 1929 had authorized for that purpose less than £9 million to be spent over a period of eleven years. The United Kingdom had come to recognize that the more backward a people was, the more inadequate and vulnerable its economy and the more dependent it was on outside aid to overcome its difficulties.

69. He realized that progress could be achieved only by taking steps in the economic, social and political fields simultaneously. Two conclusions could be drawn : first, that it was an error to subordinate the development of the Non-Self-Governing Territories to the commercial and industrial needs of the metropolitan country; and, secondly, any effort to achieve progress would encounter grave difficulties and might fail altogether unless the support of the local population was enlisted. It was therefore for the Administering Members to prove to the indigenous people that they were working for their welfare. A number of reforms would be required to achieve this, particularly with respect to racial and labour discrimination.

70. The representatives of the Administering Members concerned expressed their appreciation for these remarks, and answered questions contained in the intervention of the representative of Brazil.

71. The representative of Belgium pointed out that some of the suggestions of the Senatorial Mission to which reference had been made had already been acted upon and that others were being considered by the Administration.

72. The representative of the United Kingdom emphasized that his Government was fully aware of the need for diversifying the economies of its Non-Self-Governing Territories, always having regard to climatic and other physical circumstances. He also recalled that it was the declared policy of his Government to remove any vestiges of racial discrimination.

IX. Revision of the Standard Form

73. The Special Committee had before it a working paper prepared by the Secretariat on the revision of the Standard Form; the paper contained the suggestions submitted by the specialized agencies, as well as those arrived at by consultation with the Department of Economic Affairs and the Department of Social Affairs of the Secretariat. FAO, WHO and UNESCO had submitted detailed suggestions, while ILO, which had not proposed any change, had sent a letter containing suggestions which could be taken into account in the forthcoming revision of the Standard Form.

74. Members of the Special Committee agreed that the heavy work this year would not permit them to consider this problem in the detail which it required, and the consensus of opinion was that the revision should be postponed until next year, particularly as the Administering Members

would not be transmitting full information on their territories until 1952. It was convenient, therefore, for the revision to be made in 1951.

75. The representative of the United States suggested that a sub-committee might be appointed to consider a further working paper on the Standard Form, which the Secretariat would prepare, and to make recommendations on the various suggestions which had been submitted. The sub-committee might meet several days before the next session of the Special Committee.

76. The representative of the United Kingdom supported the proposal to postpone consideration of the question of the revision of the Standard Form. He considered that it would be better to refer the various suggestions to the Administering Members as a preliminary step so that they could present their comments and suggestions. He considered that it would be inadvisable to make the Standard Form over elaborate, not because the Administering Members were seeking to keep anything back, but because it would be quite impossible for colonial secretariats to prepare detailed information covering a very large number of points within the time limits prescribed.

77. The representative of India agreed that it was not desirable to overload the Standard Form. Nevertheless, the information should enable the Secretary-General to prepare the documentation necessary to facilitate the Committee's work. It was not sufficient for the Special Committee to have a considerable amount of information at its disposal; that information must also enable it to draw conclusions as to the fundamental policy followed by the Administering Members. He pointed out that there was a mass of information apart from that which was transmitted under the Standard Form, which might enable the Committee to form a clear idea of the basic trends of policy.

78. The representative of the United Kingdom stated that the Special Committee should bear in mind that the Standard Form was designed to guide the Administering Members to select material for transmission under Article 73 e, and that it was not an obligatory questionnaire.

79. The representative of the United States agreed that it might be advisable to focus attention in the new Standard Form on varying trends, rather than on the accumulation of additional detailed material.

80. The representative of India said he was aware that there was no obligation on the part of the Administering Members to adhere to the Standard Form. He felt that the revision of the Standard Form was not a matter merely of simplification, but of rationalization.

81. The representative of the United States introduced the following draft resolution:

"The Special Committee,

" 1. *Having decided* that a revision of the Standard Form should be made in time to be used as a guide for preparing the information to be transmitted for 1952,

" 2. *Considering* that such revision, while taking account of suggestions made by the Committee and various specialized agencies, should be drawn up in a manner which will facilitate the preparation of papers by the Secretary-General, based on this information, showing the broad economic, social and educational trends of development in the territories concerned,

" 3. *Considering* also that an undue elaboration of the Standard Form would not facilitate the purposes of the Special Committee and the General Assembly and should therefore be avoided,

" 4. *Appoints* a Sub-Committee consisting of —— members to meet in 1951 to undertake the task of revision in time for the consideration of the Committee at its 1951 session, and

" 5. *Requests* the Secretary-General for this purpose to prepare a working paper for the use of the Sub-Committee, taking into account the wishes of the Committee as expressed in this resolution."

82. The representative of Australia proposed an amendment to paragraph 1, to substitute for the last phrase following the word "guide" the phrase "for the preparation by the Administering Members of the information to be transmitted under Article 73 e of the Charter in respect of 1952 and subsequent years". This amendment was unanimously adopted by the Committee.

83. The representative of Belgium favoured a meeting of the sub-committee just before the session of the Special Committee, and therefore proposed the following amendment to paragraph 4 of the draft resolution: after the words "in 1951" insert "in the week immediately preceding the meeting of the Special Committee in order..."

84. The representative of the United States accepted the Belgian amendment to paragraph 4 of his draft resolution.

85. The representative of France had also proposed an amendment to paragraph 4 as follows: for the words "in 1951" read "in 1950 or 1951". However, in view of the reasons which had been given for the meeting of the sub-committee immediately before the Special Committee, the representative of France withdrew his admendment in favour of the Belgian amendment.

86. The representative of India felt that the sub-committee should meet sufficiently in advance of the next session of the Special Committee to permit consideration of its recommendations by the administrations of all the members of the Special Committee, before the Special Committee itself examined the proposed revision. He also pointed out that important items had been deferred this year and that their discussion and the discussion of economic problems indicated that next year's session of the Special Committee would necessarily be long.

87. He therefore proposed an amendment to paragraph 4 of the draft resolution by adding the following:

"at a time which will enable it to prepare a revised version of the Standard Form for consideration by all members of the Special Committee before the opening of the 1951 session of the Special Committee".

The Committee rejected the Indian amendment by a vote of 6 in favour and 6 against.

88. After a brief discussion, it was agreed that the sub-committee should consist of six members, namely, Brazil, France, India, the Philippines, the United Kingdom and the United States. The Committee thereupon unanimously adopted the United States draft resolution as amended. The following is the final text of the resolution:

"*The Special Committee,*

"*Having decided* that a revision of the Standard Form should be made in time to be used as a guide for the preparation by the Administering Members of the information to be transmitted under Article 73 e of the Charter in respect of 1952 and subsequent years,

"*Considering* that such revision, while taking account of suggestions made by the Committee and various specialized agencies, should be drawn up in a manner which will facilitate the preparation of papers by the Secretary-General, based on this information, showing the broad economic, social and educational trends of development in the territories concerned,

"*Considering* also that an undue elaboration of the Standard Form would not facilitate the purposes of the Special Committee and the General Assembly and should therefore be avoided,

" 1. *Appoints* a Sub-Committee consisting of the following six members: Brazil, France, India, the Philippines, the United Kingdom of Great Britain and Northern Ireland and the United States of America to meet in 1951 in the week immediately preceding the meeting of the Special Committee, in order to undertake the task of revision in time for the consideration of the Committee at its 1951 session, and

" 2. *Requests* the Secretary-General for this purpose to prepare a working paper for the use of the Sub-Committee, taking into account the wishes of the Committee as expressed in this resolution."

X. The Secretary-General's summaries of information voluntarily transmitted

89. General Assembly resolution 218 (III), in paragraph 4 (*c*), invited the Secretary-General to prepare "annual summaries of any material which the Members may have voluntarily transmitted under the optional category of the Standard Form". Accordingly, a document had been prepared summarizing such information transmitted by the Governments of Australia, Denmark, the Netherlands, New Zealand and the United States. The discussion of this item on the agenda was taken simultaneously with the discussion of the revision of the Standard Form. Members of the Committee expressed their appreciation of the action taken by the above Governments, and the hope that all Administering Members would find it possible to supply information under the optional category.

90. The representative of the Philippines drew attention to the importance of information on the observance of human rights. In general, he expressed appreciation of the voluntary contribution by the Administering Members concerned of a considerable volume of information under the optional category, and considered that in view of the postponement of the revision of the Standard Form, the Committee should encourage those Members to submit even more detailed data and should request the other Administering Members to furnish such information for discussion at the next session. He suggested that information on the observance of human rights in the Non-Self-Governing Territories should be treated as part of the information on social rather than political conditions.

91. The representative of France said that his Government was prepared to submit the fullest possible information in its next report to the Secretary-General, and referred in particular to data on the teaching of United Nations activities and the subject of human rights. He nevertheless pointed out that the submission of political information had in the past led to unjustified attacks on the Administering Members concerned. The French Administration was under no obligation to submit information on political conditions under Article 73 e and, since questions of sovereignty were involved, it no longer transmitted such information.

92. The representative of the United Kingdom pointed out that, although a part of the Standard Form was regarded as optional, this did not imply that the remaining parts were obligatory. The United Kingdom had included some data invited in the optional part in the remaining parts when it considered it necessary for a proper understanding of the other information transmitted. Furthermore, all information within the categories specified in Article 73 e relating to Non-Self-Governing Territories under the administration of the United Kingdom could be found either in the data submitted under Article 73 e, or in various other reports to the United Nations. These latter included data on the observance of human rights and the teaching of United Nations activities. The Secretariat was at liberty to extract from those reports all the facts that it required for its documentation within the categories specified in Article 73 e.

93. The representative of Belgium stated that, as in the past, his Government would continue to consider the Standard Form as a document intended to serve it as a guide in the communication of information. With regard to supplementary information, he stated that the solution of the problems involved in this information should be sought on a universal basis; this would mean a study of the position of all peoples who in fact were not fully self-governing.

94. The representative of India considered that the distinction between the optional part of the Standard Form and the remainder was illogical and arbitrary.

95. The representative of the United States alluded to new legislation inviting Puerto Rico to draft its own Constitution, and stated that further details would be included in the information transmitted in 1951.

XI. International collaboration in regard to economic, social and educational conditions, and information on technical assistance

96. The Special Committee decided to consider together items 9 and 10 of its agenda, relating to the above two subjects and to the collaboration of the specialized

agencies and the work of the Economic and Social Council relevant to conditions in Non-Self-Govering Territories. It had before it documents prepared by the Secretary-General and special reports prepared by FAO, UNESCO and WHO containing information on the progress of their work, which would be of service in Non-Self-Governing Territories. The information supplied by the ILO was contained in its general annual report to the United Nations. The discussions in the Special Committee extended from the twenty-fifth to the twenty-seventh meeting.

97. The representatives of the specialized agencies provided further information on the work being performed by these agencies which would be of service to the Non-Self-Governing Territories, and mentioned occasions when representatives of the Non-Self-Governing Territories had attended conferences and other meetings; they also referred to the fellowship and scholarship programmes which were open to the inhabitants of those territories.

98. Representatives of the non-administering Members emphasized the importance of the fullest possible collaboration of the inhabitants of the Non-Self-Governing Territories in the meetings of the specialized agencies and their participation in the fellowship and scholarship programmes of the United Nations and the specialized agencies. Representatives of the Administering Members agreed with these remarks and furnished information on the wide extent to which, in both forms, the participation of the inhabitants of the Non-Self-Governing Territories in international collaboration was being promoted. The representative of the United Kingdom explained that, having regard to the large number of scholarships and fellowships offered by the United Kingdom Government itself for the peoples of its Non-Self-Governing Territories and for which suitably qualified persons were not always available, the United Kingdom Government had not considered it appropriate to apply for too great a proportion of the fellowships and scholarships offered by the United Nations and the specialized agencies, as this would have been to the detriment of other under-developed countries less fortunately placed.

99. The representative of India also drew attention to the value of the Special Committee's receiving information on the recommendations reached by the Conference of Soil Scientists of the Caribbean Area, and the plans for the world census of agriculture. He hoped that further details would be available for the 1951 session of the Committee on fellowships and scholarships. He would also welcome more details concerning the state of the Press and on the importation of books, newspapers and other educational materials. In conclusion, he drew attention to resolution 321 (XI) adopted by the Economic and Social Council on 15 August 1950, concerning international collaboration in regard to economic, social and educational conditions in Non-Self-Governing and Trust Territories, and at a later stage moved a resolution which is described below.

100. The representative of Brazil, while noting with satisfaction that the number of fellowships and scholarships accorded to the inhabitants of the Non-Self-Governing Territories had been increased, considered that a still greater proportion should be so granted by the United Nations and the specialized agencies. He too drew attention to the importance of the resolution adopted by the Economic and Social Council on 15 August 1950. He hoped that full advantage of all facilities would be taken by the Administering Members, and that all routine delays would be reduced to a minimum.

101. The representative of the Philippines emphasized the importance of collaboration between the specialized agencies and the United Nations on the basis of a complete exchange of all relevant information and of frequent consultations. He noted that some of the specialized agencies had made available suggestions in connexion with the proposed revision of the Standard Form, and hoped that the Special Committee would take full account of these suggestions. He considered that the specialized agencies could also supplement the information furnished by them to the Special Committee. In this connexion, he cited as of outstanding interest to the Special Committee the declaration made by a number of experts of UNESCO on the question of race. This document and its conclusions were of equal significance to that of the Universal Declaration of Human Rights, and were of particular interest to the Special Committee and to other bodies of the United Nations when questions of race discrimination came under consideration.

102. Following the discussions, the representative of India introduced the following draft resolution for consideration by the General Assembly :

"The General Assembly

" 1. *Takes note* with approval of resolution 321 (XI) adopted by the Economic and Social Council on 15 August 1950 with reference to international collaboration in regard to economic, social and educational conditions in Non-Self-Governing Territories;

" 2. *Invites* the Administering Members which need technical assistance for the educational advancement of the Non-Self-Governing Territories for which they are responsible to submit their requests to the appropriate organizations, as indicated in the case of Trust Territories in Africa in resolution 320 (XI) adopted by the Economic and Social Council on 15 August 1950 on higher education in Trust Territories in Africa, and having regard to the special report prepared on education in Non-Self-Governing Territories."

103. In response to questions, the representative of India explained that the first paragraph referred to resolution 321 (XI) of the Economic and Social Council, which had been adopted on the basis of General Assembly resolutions 220 (III), 221 (III) and 331 (IV) emanating from the Special Committee, and which referred to international collaboration in regard to economic, social and educational conditions in Non-Self-Governing Territories. The second paragraph of his resolution referred to resolution 320 (XI) of the Economic and Social Council, which invited the Administering Authorities needing technical assistance for the educational advancement of the African Trust Territories to submit their requests to the appropriate organizations. He considered that it would be of value to extend this invitation to the Administering Members in respect of their Non-Self-Governing Territories.

104. The representative of Belgium expressed doubts regarding the need for an additional resolution on technical assistance, in view of the series of resolutions on this subject adopted by various organs of the United Nations. He considered, too, that reference to the resolution regarding higher education in the Trust Territories was inappropriate in a draft on technical assistance for Non-Self-Governing Territories.

105. As regards the second paragraph of the draft resolution, it was suggested by the representative of the United States that reference to the Trust Territories should be deleted, and the text widened to include technical assistance for economic and social, as well as educational advancement.

106. The representative of the United Kingdom was in sympathy with the spirit motivating the Indian proposal, but agreed with the representative of Belgium that reference to the Trust Territories in Africa was not the concern of the Special Committee. He added that it might not be appropriate for the Special Committee to suggest that the General Assembly should note with approval a resolution adopted by one of the principal organs of the United Nations. He thought, too, that some confusion might result in the General Assembly, since, presumably, the report of the Economic and Social Council would be referred, in relation to its economic questions, to the Second Committee, whereas the report of the Special Committee would come before the Fourth Committee.

107. The representative of New Zealand thought that it was desirable to adopt a resolution along the lines suggested, and that if duplication of work were likely to arise in the General Assembly, a joint agreement could be reached between the two Committees concerned. He suggested, however, that the text should be brought into closer harmony with resolution 321 (XI) of the Economic and Social Council.

108. The representative of Brazil announced that he would abstain on any vote taken, as he considered that if during the General Assembly it was felt that the Second Committee was not devoting sufficient attention to the resolution of the Economic and Social Council, the proposal could then be reintroduced.

109. The representative of Venezuela supported the resolution, as he considered that it advanced further the principles contained in the previous resolutions.

110. Following further discussion on the manner in which any duplication of work between Committees of the General Assembly could be avoided, the representative of India accepted amendments proposed by the representatives of the United States and of New Zealand.

111. The draft resolution, as amended, was adopted by 12 votes to none, with 2 abstentions. The text is given in annex II.

XII. General assembly resolution 334 (IV) : Territories to which Chapter XI of the Charter applies

112. The representative of Egypt stated that this was a very complex question requiring further study and additional documentation, for which there was insufficient time at this session. He proposed that it be deferred. In this view he was supported by the representatives of Denmark, France, the Philippines, the United Kingdom and the United States. It was agreed that this item should be put on the agenda of the next session of the Special Committee.

XIII. Future work of the Special Committee

113. General Assembly resolution 333 (IV), which invited the Special Committee at its 1950 session to give special attention to the problems of education, contains in the second paragraph of its preamble the consideration that "the value of the work of the Committee would be enhanced if, without prejudice to the annual consideration of all the functional fields enumerated in Article 73 e of the Charter, special attention were given to one field each year".

114. In the light of the above text and of the success which the Special Committee believed had accompanied the special attention paid to education this year, considerable thought was given to the choice of subjects to be studied intensively by the Special Committee in 1951. At its twenty-second meeting, the Special Committee reached agreement that at its 1951 session it should pay special attention to economic conditions and development in the Non-Self-Governing Territories, without prejudice to the consideration of the other two functional fields. At its twenty-seventh meeting, the Special Committee discussed a number of indications of the treatment to be accorded the general study of economic conditions and development and instructed the Secretariat to prepare a list of subjects on the basis of the indications given. At its twenty-eighth meeting, the Special Committee examined the list prepared by the Secretariat.

115. The discussions at the twenty-second and twenty-seventh meetings showed the importance attached by the Special Committee to economic conditions and development in Non-Self-Governing Territories and the problems which would have to be faced if the Special Committee was to be able to engage in an effective discussion in 1951.

116. At the first of these two meetings, the representative of the United States expressed the opinion that under resolution 333 (IV) the Special Committee was required to turn its attention to one of the other two functional fields in 1951. After hearing other interventions, he proposed the decision which was approved by the Committee that the field chosen should be economics. Previously, the representative of Brazil, considering the question of economic development as being too vast for useful consideration by the Special Committee at one session, suggested that particular attention should be paid to problems of the rural economy. The representative of the Philippines, while agreeing with the representative of Brazil, pointed out that this year the Special Committee had not been able to include in its report on education any conclusions relating to technical training. He considered that these problems should be the subject of special

examination, as well as the question he had raised concerning the diffusion of information about the United Nations.

117. At the twenty-seventh meeting of the Special Committee, the representative of the United States made a number of suggestions as to the topics which might be considered for inclusion in the agenda for 1951 under the general heading of economic development.

118. The representative of Denmark recommended that the Committee's deliberations should not be academic, but should aim at practical results, in order that it might render a real contribution to the economic and social development of the Non-Self-Governing Territories. He thought that the Committee's deliberations during the next session should have particular regard to the programme of technical assistance to under-developed areas elaborated by the United States, and to the United Nations programme of technical assistance, in such a way that the problems should be discussed by the Committee in the light of these programmes. Every effort should be made to accelerate economic progress and social reform in all countries.

119. The representative of the Philippines welcomed the suggestions made by the United States and gave further indications of the particular items which might be studied.

120. The representative of India, in expressing his appreciation of the suggestions made, considered that questions of under-employment and seasonal unemployment in agricultural countries should also be studied. Nevertheless, the Committee should not include in its agenda more subjects than it could effectively handle. A superficial study in the economic field would be worse than useless. He added that the Special Committee would have to allocate time during its next session for a brief discussion of progress in the educational field following its work of the present session.

121. The representative of Brazil added that the question of the factors determining the nature of a Non-Self-Governing Territory and that of the revision of the Standard Form would also form important items in the agenda for next year. The Special Committee should limit its studies in the economic field. He suggested that the practical starting-point would be the question of the rural economy.

122. The representative of France supported the proposal of the Brazilian representative. The general economic problem was too vast in scope, and problems of the rural economy were more urgent than industrial problems in most of the Non-Self-Governing Territories.

123. In the course of both the twenty-second and the twenty-seventh meetings, it was pointed out on behalf of the Secretariat that in fact the Special Committee was examining not only the future work of the Special Committee, but also the year's programme for the Secretariat in providing satisfactory documents for the Committee. It was therefore necessary to take full account of the general work programmes of the United Nations as a whole, including the programmes of the specialized agencies, together with the administrative problems which might arise and the necessity of conforming strictly to the agreements between the United Nations and the specialized agencies. It was also pointed out on behalf of the Secretariat that the programme of work for the Special Committee was governed not only by General Assembly resolution 333 (IV), but by resolutions 218 (III) and 331 (IV). The first of these two latter resolutions provided a three-year cycle in the general review of the work coming before the Special Committee. The second invited the Secretary-General, in his analyses of information, to select such aspects of economic, social and educational problems as would provide opportunities for possible co-operation with the specialized international bodies. It was urged that a high degree of selectivity should be left to the Secretary-General; the exercise of such a selectivity would be governed by the terms of the General Assembly resolutions and the indications given by the Special Committee.

124. At its twenty-eighth meeting, the Committee had before it a note prepared at its request by the Secretariat, containing a list of topics in the economic field for consideration by the Special Committee in 1951. This list was accompanied by an explanatory statement referring in particular to the assistance which should be sought in the prosecution of the necessary studies and the possibility that extra expenditure would be incurred.

125. The representatives of Brazil, France and the United States found the list satisfactory. The representative of the United Kingdom did not wish to comment on any of the detailed subjects included in the list, but expressed the opinion that it was somewhat long. The four representatives indicated that they could not agree that the programme of work should call for any additional expenditure. However, the representative of Egypt did not think that the Committee should be too restrictive on the question of the financial implications of the programme of work.

126. It was observed by the representative of Brazil that the list did not include anything on labour conditions. The representative of France also drew attention to this omission. Agreeing that this was important, the representative of the United States suggested the inclusion of an item on "Programmes for training of workers in agriculture and industry". The Committee agreed to this suggestion.

127. The representative of Brazil inquired to what extent the International Labour Organisation could assist in the preparation of documents on the subject of labour. The representative of ILO replied that, although that Organisation was studying this particular subject of training of workers in agriculture and industry, it would be for its Governing Body to determine to what extent it could assist, and he was therefore not in a position to make any commitment, although he could give every assurance of its willingness co-operate.

128. The representative of the Philippines suggested that fisheries should be presumed to be included in the topics and that handicrafts should be specifically mentioned under the programmes of industrial development

129. The representative of India stated that it was to be presumed that information relating to forestry, irrigation and hydro-electric production would be included in the studies.

130. The representative of Australia suggested the inclusion of the subject of research programmes.

131. The following is the list of topics agreed on by the Committee:

1. Major economic problems of Non-Self-Governing Territories

(*a*) Economic objectives as declared by the Administering Members,

(*b*) Development programmes and their progress,

(*c*) Difficulties encountered in the execution of development programmes.

2. Rural economy

(*a*) Export and subsistence production,

(*b*) Credit facilities,

(*c*) Co-operative organization,

(*d*) Other forms of assistance for marketing, the use of equipment, the provision of seeds and fertilizers, the improvement of stock,

(*e*) Rural health and welfare,

(*f*) General aspects of land distribution,

(*g*) International programmes for the exchange of information, technical assistance and economic aid:

(i) United Nations and the specialized agencies,
(ii) Regional organizations,
(iii) Bilateral arrangements.

(*h*) Research programmes.

3. General programmes of industrial development

(*a*) Processing of agricultural products,

(*b*) Handicrafts and other rural industries,

(*c*) Mines,

(*d*) Manufactures.

4. Transport and communications

(*a*) Roads,

(*b*) Railways,

(*c*) Maritime and inland waterways,

(*d*) Air.

5. Social factors in economic development

(*a*) Relationship of health and social services to economic development,

(*b*) General organization of public health services,

(*c*) Collaboration of the inhabitants,

(*d*) Indications given by the Administering Members of improvements in standards of living resulting from economic development,

(*e*) Problems of social adjustment consequent upon economic change,

(*f*) Programmes for the training of workers in agriculture and industry.

XIV. Time and place of meeting of the 1951 session of the Special Committee

132. The representative of the Philippines reminded the Committee that it was necessary to indicate its wishes in regard to the time of meeting next year. After a brief discussion, in which the heavy work before the Special Committee was emphasized, but stress was also laid on the need to avoid overloading the work programme of the United Nations, the feeling was expressed that a slightly longer session would be necessary in 1951, and it was agreed, at the suggestion of the representative of the United States, that the Committee should meet some time during the second week in August, leaving it to the Secretary-General to decide the exact date.

133. As regards the place of meeting, the representative of the United Kingdom pointed out that this should be left to the discretion of the Secretary-General, who would bear in mind that the Special Committee should meet at or near the place of meeting of the General Assembly.

ANNEX I

Agenda of the Special Committee

1. Opening of the meeting.

2. Election of the Chairman, Vice-Chairman and Rapporteur.

3. Adoption of the provisional agenda.

4. The Secretary-General's summaries of statistical information transmitted during 1950.

5. Education in Non-Self-Governing Territories : The Secretary-General's analysis of information and reports of the specialized agencies :

(*a*) Eradication of illiteracy,

(*b*) Language of instruction,

(*c*) Equal treatment in matters relating to education,

(*d*) Participation of the inhabitants in the formulation of educational policy and in the administration of education,

(*e*) Higher education,

(*f*) Teacher training,

(*g*) Training of indigenous medical personnel,

(*h*) Training of social workers,

(*i*) Training of agricultural technicians,

(*j*) Training of labour and trade union officers,

(*k*) Other questions relating to education.

6. The Secretary-General's summaries of information on the progress achieved in accordance with development programmes.

7. The Secretary-General's analyses of information relating to other functional fields :

(*a*) Agricultural and economic conditions,

(*b*) Public health,

(*c*) Labour,

(*d*) Social welfare.

8. Revision of the Standard Form.

9. International collaboration in regard to economic, social and educational conditions in Non-Self-Governing Territories :

(*a*) Collaboration of the specialized agencies,

(*b*) Work of the Economic and Social Council.

10. Information on technical assistance accorded to Non-Self-Governing Territories.

11. The Secretary-General's summaries of information voluntarily transmitted under the optional category of the Standard Form.

12. General Assembly resolution 334 (IV) : examination of factors to be taken into account in deciding whether any territory is or is not a territory whose people have not yet attained a full measure of self-government.

13. Future work of the Special Committee.

14. Approval of the report to be submitted by the Special Committee to the General Assembly.

ANNEX II

Resolutions submitted for the consideration of the General Assembly

The Special Committee on Information transmitted under Article 73 e of the Charter submits the following resolutions for the consideration of the General Assembly :

A. *Draft resolution concerning technical assistance to Non-Self-Governing Territories*

The General Assembly,

Having before it the report of the Special Committee on Information transmitted under Article 73 e of the Charter,

1. *Takes note* with appreci ion of resolution 321 (XI) adopted by the Economic and S. l Council on 15 August with reference to international colla tion in regard to economic, social and educational conditions in Non-Self-Governing Territories;

2. *Invites* the attention of Administering Members which need technical assistance for the economic, social and educational advancement of the Non-Self-Governing Territories for which they are responsible to the existence of facilities which are available for such advancement, as indicated in the above resolution.

B. *Draft resolution on the work of the Special Committee in 1950*

The General Assembly

1. *Takes note* of the report of the Special Committee on Information transmitted under Article 73 e of the Charter on the work of its 1950 session;

2. *Approves* the special report on education as a brief but considered indication of the importance of educational advancement and the problem still to be faced in the Non-Self-Governing Territories;

3. *Invites* the Secretary-General to communicate this report to the Members of the United Nations responsible for the administration of Non-Self-Governing Territories and to the United Nations Educational, Scientific and Cultural Organization for their consideration;

4. *Approves* the arrangements proposed by the Special Committee for its work in 1951.

PART TWO

REPORT OF THE SUB-COMMITTEE ON EDUCATION IN NON-SELF-GOVERNING TERRITORIES (A/1303/Add. 1) [1]

I. Introduction

1. Resolution 333 (IV), adopted by the General Assembly on 2 December 1949, invited the Special Committee on Information transmitted under Article 73 e of the Charter to give special attention to the problems of education in the Non-Self-Governing Territories. In resolution 328 (IV), attention was drawn to the principle of equal treatment in matters relating to education among the inhabitants of the Non-Self-Governing Territories. Resolution 329 (IV) invited the United Nations Educational, Scientific and Cultural Organization to undertake an over-all study of the question of the language of instruction in Non-Self-Governing Territories. Resolution 330 (IV) asked for the communication of information on measures for suppressing illiteracy and recommended that the Administering Members continue to co-operate with UNESCO with a view to the eradication of illiteracy in Non-Self-Governing Territories. Resolution 331 (IV), concerning international collaboration in regard to economic, social and educational conditions in Non-Self-Governing Territories, drew attention to the importance of promoting the technical training of the peoples of the Non-Self-Governing Territories and, among other problems, to the question of higher education.

2. In approaching the subject of education, the Committee had in mind the following general international principles.

3. The Universal Declaration of Human Rights was proclaimed by the General Assembly in 1948 "as a common standard of achievement for all peoples and all nations" (resolution 217 (III)). In article 2, it is stated that everyone is entitled to all the rights and freedoms set forth in the Declaration, and that no distinction shall be made "on the basis of the political, jurisdictional or international status of the country or territory to which a person belongs, whether it be independent, trust, non-self-governing or under any other limitation of sovereignty".

Article 26, paragraph 1, of the Declaration, states :

> "Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit."

The Constitution of UNESCO provides, in paragraph 1 of article 1, that :

> "The purpose of the Organization is to contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex, language or religion, by the Charter of the United Nations."

4. In accordance with resolution 333 (IV), item 5 of the Special Committee's agenda for 1950 contained the following sub-items relating to the Secretary-General's analysis of information and to the reports of UNESCO concerning problems of education in Non-Self-Governing Territories:

(*a*) Eradication of illiteracy,

(*b*) Language of instruction,

(*c*) Equal treatment in matters relating to education,

(*d*) Participation of the inhabitants in the formulation of educational policy and the administration of education,

(*e*) Higher education,

(*f*) Teacher training.

5. Attention was drawn, in committee, to other matters substantially affecting the progress of education, such as the remuneration of teachers, the development of occupational training, the use of visual and auditory aids in education, the content of education, school curricula, and the nature of text books and their production.

6. The Secretariat had prepared the following documents for the consideration of the Special Committee:

(*a*) Eradication of illiteracy (A/AC.35/L.11),

(*b*) Equal treatment in matters relating to education (A/AC.35/L.17),

(*c*) Participation of the inhabitants in the formulation of educational policy and in the administration of education (A/AC.35/L.18),

[1] This special report on education was adopted after some revision by the Special Committee on Information transmitted under Article 73 e of the Charter, on 7 September 1950. It was drafted for the consideration of the Special Committee by an Education Sub-Committee comprising the representatives of Australia (Mr. W. C. Groves), Brazil (Mr. José Jobim), India (Mr. B. Shiva Rao), the Philippines (Mr. Salvador P. López), the United Kingdom (Mr. W. E. F. Ward) and the United States (Dr. Ambrose Caliver). The representative of the Netherlands (Mr. A. I. Spits), in his capacity of Rapporteur, was an *ex-officio* member without the right to vote and was elected Chairman of the Sub-Committee. The representative of UNESCO (Mr. M. Destombes) also participated in the work of the Sub-Committee.

(*d*) Higher education (A/AC.35/L.7 and Corr.1),

(*e*) Teacher training (A/AC.35/L.13).

7. The following documents prepared by UNESCO were also before the Special Committee:

(*a*) Comments on the problems of eradication of illiteracy in Non-Self-Governing Territories (A/AC.35/L.11/Add.1);

(*b*) Preliminary survey on the eradication of illiteracy (A/AC.35/L.16),

(*c*) Language of instruction (A/AC.35/L.15).

8. In addition, the Secretariat had prepared a number of documents dealing with the training of technicians; statistical summaries of the information transmitted during 1950 giving figures on educational developments in the Non-Self-Governing Territories; and summaries of the progress achieved in accordance with development plans, containing an account of the educational sections of these plans and of the expenditure which had been undertaken since the inauguration of the plans.

9. A further document submitted by UNESCO summarized the progress of work undertaken, which includes within its scope educational conditions affecting Non-Self-Governing Territories (A/AC.35/L.12).

10. In its approach to the above problems, the Special Committee was guided by :

(*a*) Paragraph 2 of General Assembly resolution 333 (IV), by which members of the Special Committee were invited to make special preparations in the field of education for the 1950 session, "with a view to facilitating the constructive interchange of ideas and experience"; and

(*b*) Paragraph 5 of General Assembly resolution 332 (IV), which invites the Special Committee to submit to the regular sessions of the General Assembly in 1950, 1951 and 1952 "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".

11. The Special Committee considered that the summary records of its discussions on educational problems and the documents indicated by reference numbers as enumerated above should be regarded as annexed to its present report.

II. General

12. It is thought appropriate to preface comments on the various educational problems considered by the Special Committee by recording its view that :

(*a*) A realization of the need for education is widespread and strong. Even though there are resistances to be overcome and the content and purposes of education are not always well understood, the peoples of the Non-Self-Governing Territories require assurance that all practical steps are being taken as rapidly as possible to provide them with adequate means of education.

(*b*) Education in its broadest sense is a necessary basis for progress in economic, social, cultural and political knowledge and responsibility.

(*c*) There would be an inadequacy and even a folly in regarding general literacy or universal school attendance or any other fundamental objective of programmes of instruction as an end in itself.

(*d*) Nevertheless, the extension of schooling and the raising both of literacy rates and of the standard expressed by the term "literacy" are pre-requisites for the raising of general conditions in all fields.

(*e*) The administrative solution of the problems of education in Non-Self-Governing Territories, as elsewhere, must be solidly based on the economic resources, cultural aspirations and general conditions of the peoples.

(*f*) The existence of limitations imposed by reasons of finance on necessary developments in all aspects of economic and social life is recognized. Yet it is hoped that a still wider recognition of the essential importance of education will result in devoting the maximum available resources to its furtherance.

(*g*) The separate questions treated below are closely connected with one another and with the above general considerations.

III. Eradication of illiteracy

13. The information transmitted shows that there is the widest range of literacy levels in Non-Self-Governing Territories. In certain territories with a small population, there is almost complete literacy. In Alaska, Guam and a number of the Caribbean territories, the general literacy rate exceeds 70 per cent of the total population. In some of the other territories, such as Cyprus, Fiji, the Federation of Malaya and Singapore, Jamaica, Puerto Rico and Trinidad, the literacy percentage has risen by approximately 10 per cent or more in the course of the last ten or fifteen years.

14. Nevertheless, the above situations are not typical of the majority of Non-Self-Governing Territories, in some of which the increase in literacy rates has been far less. Indeed, such situations are not typical of the world as a whole.

15. Moreover, in considering them, it is necessary to recognize that the interpretation of the term "literacy" varies greatly. The question of a standardization of the meaning attributed either to "literacy" or to "illiteracy" has not yet been solved. It was suggested in the Special Committee that, in respect of the information on Non-Self-Governing Territories, a greater degree of uniformity might be possible if the total population over ten years of age was taken as the basic figure for any calculation of literacy percentages of those able to read and write. On the other hand, while some international uniformity in the meaning attached to the term "illiteracy" is practicable, there are likely to be different standards and conceptions of the term "literacy" which vary according to the general educational development of a country. These are points which demand careful expert consideration. Any solution achieved through the studies of

UNESCO is awaited with interest, and is regarded by the Special Committee as of urgent importance.

16. Apart from such figures, the progress made or in prospect may by indicated by the number of children receiving some school education. In many territories, these numbers have increased substantially over the last few years. Although in some instances these increases would be balanced by the increasing child population of the territories, the extension of primary education remains on the whole significant and must be considered as one of the principal means for the eradication of illiteracy.

17. Nevertheless, even if primary education could rapidly become general, free and compulsory, the problem of illiteracy would not be completely solved. The experience of advanced countries, where children who have had a long and regular period of school attendance may relapse into illiteracy, shows that the ability to read and write is only a means by which, given the proper incentives, knowledge may be acquired and put to use.

18. Further, as a means of creating those incentives, school teaching of a European type may often fail. This is particularly the case in the initial stages of the blending of cultures. Two examples are supplied from the island of New Guinea. In Netherlands New Guinea, after orthodox teaching methods such as had been successfully followed in Indonesia had failed, a distinctive type of educational centre was established, which has no age limit for the pupils and which gives particular attention to agriculture, the Malay language and indigenous arts, rather than to reading and writing. This is proving an essential preliminary to the introduction of the usual school programme. In the case of Papua, an intensive course to enable Australian teachers to adapt themselves to local requirements and to learn special techniques before teaching in Papua has proved a necessity. Another approach which is being tried in Papua is to set up an Area Education Centre where an educationist with training in social anthropology and linguistics determines the type of instruction most useful to the population, as touching on every facet of the life of the people. Such experiments are important, and it is hoped that detailed information on their progress will be supplied in future, for any false step in the introduction of school instruction is liable to bring about a reaction of disappointment which will imperil the wider programme of education.

19. With all necessary precautions, however, it is still true to say that the development of schools, of teachers and of school instruction remains the basis for the eradication of illiteracy.

20. In the information transmitted, it was shown that some territories, faced with an ever-increasing number of children of school age, are considering a reduction in the primary school period as a means of making elementary school teaching available to more children. The comments of UNESCO sound a note of caution in regard to any such solution. It is thought, however, that information supplied under Article 73 e on any experiments of this nature would be of a high value to other countries faced with similar problems.

21. The comments of UNESCO also point to the success of an experiment among American Indians of the United States, whereby it was found that special schools organized for children of the twelve- to eighteen-year age group would give quicker results than normal school instruction for young children. This is an interesting educational point which merits further consideration. Nevertheless, account must be taken of economic and social factors. In many countries of an agricultural or pastoral character, it may be difficult for parents to spare their young children the time to attend school, and impossible for them to spare such time to the older children and adolescents. It may be assumed that this situation will change as the general development of the community progresses.

22. In a number of territories where school attendance is increasing but not yet general, plans have been made for providing, within a set period of years, either for an elementary course for all children of certain age groups or for a substantial increase in school numbers. The experience gained in such established programmes, including the unexpected problems which may be encountered, might be of interest to less advanced territories as they reach the stage where a long-term programme becomes profitable. It may be hoped that detailed information will continue to be provided under Article 73 e on the progress of these scheduled school expansions.

23. In some territories, there are, and there may remain even with greatly increased educational facilities, wide discrepancies between the literacy rates for boys and girls and between the numbers enrolled in the schools. The local and traditional difficulties which hinder the development of girls' education are appreciated. It is nevertheless necessary to emphasize, as has so often been done before, that the education of a woman may lead to the education of the family and that, in any event, the development of an educational system which would tend to reduce the gap between the cultural advances of the sexes would be highly desirable.

24. The Special Committee was also informed of a number of examples of mass literacy campaigns. There is evidence to show that the majority of preliterate adults can be taught to read and write. In some cases, the success of literacy campaigns has been spectacular and the devotion and imagination with which they have been conducted are admirable. Any such campaign needs the most careful organization, is dependent on favourable local circumstances fully understood by the organizers, and can be sustained only by a complex continuation programme, including the preparation and publication of reading materials in the local languages. In this latter regard, it will be of value if the Administering Members will continue to transmit, under Article 73 e, detailed information on the work of the literacy bureaux which have been firmly established in order to provide current literature in the vernacular for areas in which mass literacy campaigns have been conducted; and will indicate to what extent, if any, budgetary considerations limit the continuation programmes. It will also be of value if UNESCO will make available to those interested further information on certain particular methods of instruction,

such as the global method and the project for literacy education undertaken in the United States in 1949.

25. In general, high appreciation was expressed in the Special Committee of the purpose and value of literacy campaigns. Often they are most effective when they form part of a wider communal social betterment project. They in no sense form a substitute for a school programme, although the latter, if it is not confined to the class-room, but is linked with the social education of the whole community, may in itself promote the development of the impetus towards learning among adults.

26. Whatever the means employed, the eradication of illiteracy must be regarded as one of the most critical and difficult problems facing the present-day world. It cannot be separated from other problems which are part of the general question of education, for it is a symptom of the evil which results from the isolation and poverty of many parts of the world. As such, it is not confined to Non-Self-Governing Territories.

27. General Assembly resolution 330 (IV) invited UNESCO to communicate to the Administering Members "full information on measures for suppressing illiteracy which could be applied with satisfactory results in Non-Self-Governing Territories, and to communicate annually to the United Nations an account of these measures and of the extent to which its services in campaigns against illiteracy have been provided for any of the Non-Self-Governing Territories at the request of the Members concerned".

28. The Special Committee had been informed of the work of UNESCO in this field and of its intention to convene in 1951 a meeting of experts, one of the working groups of which will study the fight against illiteracy. The Special Committee expresses the hope that this meeting will be of substantial assistance to the Administering Members in their efforts against illiteracy, that the Secretary-General will be able to collaborate in any necessary studies in respect of information from Non-Self-Governing Territories, and that information will continue to be supplied to the United Nations on the measures taken and on the services which UNESCO has been able to provide for any of the Non-Self-Governing Territories.

29. In stating this, the Special Committee is aware that its composition and terms of reference make it in no sense a replica of UNESCO. Its task is to examine the information transmitted on Non-Self-Governing Territories with a view to facilitating, in the field of education, as indeed in other fields, within the limits of its own competence, the fulfilment of the objectives of Chapter XI of the Charter. Nevertheless, its continued and continuing interest in the collaboration which may be established between the Administering Members and UNESCO in the interests of the peoples of Non-Self-Governing Territories is natural and inevitable.

30. The Special Committee therefore records its view that :

(*a*) The eradication of illiteracy is a problem of the utmost urgency in the majority of the Non-Self-Governing Territories.

(*b*) UNESCO should, in order that the campaign against illiteracy may be pursued effectively, seek to define the term "literacy" and suggest a uniform method for presenting statistics of percentages of illiteracy.

(*c*) In order to eradicate illiteracy, facilities for primary education should be developed as rapidly as possible, so that all children of all races will receive sufficient schooling to endow them with a desire for further education and to equip them with the means of satisfying that desire.

(*d*) The content and methods of education — the school curricula, the character of text books and all other aids to education — should be designed to achieve the above end and be planned in the light of the cultural heritage, the economic and social circumstances, and the progressive development of the free political institutions of the peoples concerned.

(*e*) The greatest effort should be made to ensure that girls, as well as boys, receive the full benefit of education, and that any inequalities at present existing in the development of educational facilities should be corrected.

(*f*) The speedy provision of an adequate supply of suitable reading material for schoolchildren and newly literate adults is of the greatest urgency.

(*g*) The eradication of illiteracy should also be pursued through special schemes for the teaching of adults and, in general, it should be recognized that the education of children themselves will be hindered so long as the adult population is not fully converted to a belief in the need for and the purposes of education.

IV. Languages of instruction

31. General Assembly resolution 329 (IV), in commending the promotion of the use of indigenous languages in Non-Self-Governing Territories, invited UNESCO to undertake "an over-all study of the question, more particularly the measures which might be taken with a view to the speediest use of indigenous languages as vehicles of instruction in schools, taking into consideration the desires of the inhabitants and taking account in such a study of the experience of other States in this matter".

32. The General Conference of UNESCO, held in Florence in 1950, adopted a resolution authorizing the Director-General to undertake such a study. The meeting of experts which is to be convened by UNESCO in 1951 will study the use of vernacular or national languages and that of a second language for teaching purposes; it will also study the psychological and social aspects of bilingualism and multilingualism in education. UNESCO had prepared for the Special Committee a preliminary survey on the problem, which contained a number of valuable considerations. Nevertheless, the progress of the study in the international field of this important and difficult question since the adoption by the General Assembly of its resolution in 1949 has not enabled the Special Committee to do more than exchange preliminary observations and general ideas.

33. In the view of the Special Committee, the choice of the basic language of instruction in Non-Self-Govern-

ing Territories should take into account the following two considerations :

(*a*) The necessity of ensuring that the populations of the territories shall have access to world culture and civilization;

(*b*) The necessity of not depriving them of their own cultural heritage.

34. The two aims are not always compatible. As stated in the preliminary survey prepared by UNESCO :

> "... before making a decision on the use of indigenous languages in education, considerable local study and research may be required, and ... this would in most cases be greatly facilitated by a knowledge of similar work in other countries. Often a linguistic study covering the language problems of a fairly wide area will have to be undertaken. An estimate of the educational and psychological pros and cons of teaching in the vernacular may also have to be made on the basis of a sound knowledge of the area and in the light of recent educational research. A study of the social forces at work will usually be required, from which it may be possible to judge the social effects of using the indigenous language at all, or some, levels of education. In addition, economic and political considerations will have to be carefully weighed."

35. In most cases, traditions have already been established and basic decisions taken. It is no longer a question of initiating a new policy, but that of deciding in what manner a policy may have to be adapted to new circumstances.

36. It is necessary in each case to determine whether the language in question is a real language, or a dialect spoken by a small minority only of the indigenous population, and to solve the many questions of training teachers and providing teaching material if the language has a limited currency.

37. The point was made in the Special Committee that it has sometimes been necessary, as a country's education developed, for a choice to be made between various local languages as to which was destined to become the national language or the *lingua franca*. Efforts in this direction had been made by the Administering Members. Although they had achieved some success, in many cases controversy had arisen, affording no solution to the problem of the choice of an indigenous language.

38. Some difference has been noted in the experience of the Administering Members on the extent to which early education in the indigenous language places the student at a disadvantage if he proceeds later to studies in a language with wider currency. In some cases, it is thought that preliminary education in the vernacular has proved a rapidly diminishing scholastic disadvantage as the student progresses towards the university level. A conflicting point of view is that a student who has been educated for four or five years, at least in a rudimentary indigenous dialect, remains at a disadvantage in comparison with the student who has received his primary education in the language in which his studies are conducted at the secondary school and at the university level. This is a question on which the experts to be convened by UNESCO might be asked to give the results of their experience.

39. The language of instruction involves important technical and psychological problems wherever there are local indigenous languages or dialects. There is a second situation in territories where a widespread and well-developed traditional language of culture is to be found besides the language used by the Administering Member. The assistance of UNESCO would, in particular, be of value if, in the case of any developed language spoken widely throughout a region containing Non-Self-Governing Territories, information could be obtained from all education authorities with experience in the matter as to the existence of sufficient text books and the efficiency of the language in the various branches of scientific instruction.

40. The technical and psychological problems, in regard to which much national experience exists, provide material for international discussion among experts. Accordingly, in general, it is considered that at present, for a full interchange of ideas and experience on the problem of the language of instruction, the Special Committee should await further progress in the studies which UNESCO can undertake with the collaboration both of the Members responsible for the administration of the Non-Self-Governing Territories and of its Members with similar problems within their national frontiers.

41. The Special Committee therefore records its view that:

(*a*) The first approach to the inculcation of literacy should wherever possible be through the mother tongue.

(*b*) The peoples of the Non-Self-Governing Territories whose languages differ from those of the authorities responsible for their administration should neither be deprived of their own cultural heritage nor denied access to world culture.

(*c*) In cases where an indigenous language is already sufficiently developed to be a vehicle of world culture, there is a strong presumption that by the use of that language at all levels of instruction the cultural heritage and the world needs of the peoples concerned may be satisfied.

(*d*) In cases where an indigenous language has local currency only, a language of wider currency should be introduced in instruction by means which will keep psychological strains to a minimum but provide the opportunity for students eventually to take their place in any educational course for which their capacities would normally qualify them.

(*e*) The views of the qualified leaders of the peoples should be of predominating importance in deciding particular problems relating to the use of languages in instruction.

V. Equal treatment

42. The problem of the choice of language in instruction, important and difficult as it is, loses many of its elements of conflict where there is a general conviction

that the educational system does not favour any section of the population at the expense of others.

43. General Assembly resolution 328 (IV) invited the Administering Members to take steps, where necessary, to establish equal treatment in matters relating to education between the inhabitants of the Non-Self-Governing Territories under their administration, whether they are indigenous or not. The Special Committee considers the resolution to stress equality of opportunity for different ethnic and religious groups of the school population, in order that every child, regardless of race, religion, language or social status, may acquire both a knowledge of his own culture and a sympathetic understanding of the culture of others. It does not necessarily mean that a common educational programme should in all cases be provided for all groups in a community of different racial or religious composition.

44. Resolution 328 (IV) continued by inviting the Administering Members, in cases where, for exceptional reasons, educational facilities of a separate character are provided for the different communities, to include in the information transmitted full data on the costs and methods of financing the separate groups of educational institutions. The document prepared by the Secretariat accordingly outlined the general organization of education and the financial systems in Territories where different school organizations are provided for different sections of the population. Representatives of the Administering Members pointed out that for various reasons the resulting figures on the *per capita* cost, for example of African and European education, are often misleading.

45. Some cases were cited before the Special Committee to show that the presentation of the budgetary amounts spent by an administration on various types of education may not give the true financial picture.

46. Even so, some of the representatives of the non-administering Members on the Special Committee expressed the opinion that the financial picture showed that wide disparities still exist in some territories between the opportunities made available to pupils of different groups.

47. There was, however, a strong belief that the principle of equal treatment in education has so many ramifications that its consideration can be adequate only within a picture of the whole cultural organization and the complete social context of any territory. Respect should be paid to the wishes of any community for the establishment of particular educational facilities for its children, but subject to the overriding consideration that the general welfare of all the communities concerned is not thereby prejudiced, and that there is an equitable allocation of public funds amongst the different types of school. In this connexion, approval was expressed of the tendency in some territories to set a ceiling on the expenditure from general public funds for the schools for any particular section of the community in enjoyment of favourable economic circumstances. By such a method, as public expenditure on other forms of education increases, discrepancies will be narrowed, and while real freedom will be granted to each group desirous of separate school facilities for the maintenance of its cultural heritage, greater equality of opportunity among all groups of the population will gradually develop.

48. It was also felt that such differentiation in school facilities and programmes should not militate against the development of mutual sympathy and a feeling of common citizenship among the inhabitants of a territory.

49. As regards the information transmitted under Article 73 e, although it is recognized that the costs for the administration of financing separate groups of educational institutions may not always give a complete picture, they provide some guide to the extent to which equality of opportunity is being promoted. This information is therefore of real importance, and it is to be hoped that it will be supplied in all necessary detail in the coming years.

50. The Special Committee therefore records its view that :

(*a*) In the field of education no principle is more important than that of equality of opportunity for all racial, religious and cultural groups of the population.

(*b*) Respect should be paid to the wishes of any group desiring to establish particular educational facilities for its members, but this should be subject to the overriding consideration that the general welfare of the whole community is not thereby prejudiced and that the practical operation of any system of differentiation does not lead to discrimination against any group.

(*c*) While the programmes and organization of different types of school may properly be designed to meet the needs of different groups of pupils, it should be accepted as a general principle that no school should exclude pupils on grounds of race, religion or social status.

(*d*) Differentiation in school facilities and programmes should not militate against the development of mutual sympathy and a feeling of common citizenship among the inhabitants of a territory.

(*e*) Where separate systems exist, each group in the community should be given a fair share of the public funds used for educational purposes.

VI. Participation of the inhabitants

51. The technical information transmitted under Article 73 e of the Charter is important in relation to the principle recognized in Chapter XI that the interests of the inhabitants of the Non-Self-Governing Territories are paramount, and in relation to the basic purposes declared in that chapter.

52. In educational policy, this principle can be made effective only if the inhabitants of the Non-Self-Governing Territories are fully associated in the formulation of educational policy and in the administration of the educational systems. Of the two aspects of this doctrine, effective participation in the formulation of policy is by far the more important and significant. It exists only where the wishes of the inhabitants are the deciding factor in

the determination of educational objectives and programmes.

53. In respect of certain territories the Administering Members concerned felt that the participation of the inhabitants in the formulation of educational policy would be premature, as education has not yet reached a level to make such participation practicable. On the other hand, from the information transmitted by other Administering Members, it appears that in many of the Non-Self-Governing Territories administered by them, provision has been made, often in great detail, for the association in varying degrees of the inhabitants of those Territories in the machinery by which educational policies and administration are directed. While these efforts are appreciated, the question of primary importance is the effectiveness of that association in the moulding and directing of educational policy, including the allocation of public funds for educational purposes.

54. The development of central educational councils, the exercise of executive or advisory authority by district or school boards, the work of parent-teacher associations, and the control of local legislative bodies over educational expenditure and programmes are important factors not only in the growth of the school system, but also in the expansion of general interest in the problems of education. By these means also, members of the teaching profession will be enabled to share in the formulation of educational policy, and the appropriateness of decisions which may have to be taken with a view to meeting particular local needs will be established with increased responsibility and clarity.

55. It would be difficult to over-estimate the importance of this participation. The more effective it is, the more confidence the indigenous people are likely to have in the educational policy. To the extent that any inequality of opportunity exists, the more active participation of the peoples in the formulation of policy and in educational administration will help to eliminate it.

56. The Special Committee therefore records its view that:

(*a*) The indigenous population is directly concerned in all questions affecting education.

(*b*) No educational system can be completely effective unless the people have control over educational policies.

(*c*) The form of this participation is less important than its spirit and effectiveness.

(*d*) While the Administering Member has a responsibility to put its experience at the service of the makers of educational policy in the Non-Self-Governing Territories, it is in general local representative opinion, constitutionally and regularly expressed, which should determine all decisions taken in respect of educational policies and programmes.

VII. Higher education

57. Education is interdependent at all levels. The vicious circle of educational inadequacies can be broken only by simultaneous action at many different points. Higher educational facilities must therefore be developed simultaneously with those for primary and secondary schools. Moreover, the character of indigenous leadership in the field of education and in all other fields will largely be determined by the development of institutions of higher education.

58. The older institutions of higher education in Alaska, Hawaii, Hong Kong, Morocco, Puerto Rico and Tunisia have grown in respect of the number of students enrolled and of the courses offered. New institutions of higher education have been established or existing institutions have been raised to a level of or approaching university standard in the Gold Coast and Nigeria, in French West Africa, in Uganda, in Madagascar, in Singapore and in Jamaica. These institutions are designed to serve the needs of the regions in which they are situated. Plans are being completed for the establishment of two such institutions in the Belgian Congo. The number of students from some of the Non-Self-Governing Territories who enter institutions of higher education in the metropolitan countries or in foreign countries has rapidly increased in recent years. These developments are commendable and it is hoped that they will continue. Of significance is the fact that a substantial number of such students seeking higher education in the metropolitan countries are students who support themselves. This establishes the fact that there is both a widening desire among the peoples of the Non-Self-Governing Territories for higher education and a lack of adequate facilities in the territories.

59. In order that universities may be unhampered in their efforts to search for truth, to disseminate knowledge, to be responsive to the needs of the community and to transmit its culture, they should have the greatest possible measure of freedom consistent with the public interest.

60. There are, however, points of policy to which attention may be legitimately directed, particularly as government influence in the allocation of scholarships and in the fixing of conditions of service in various fields of government employment is and should properly be an important factor in university life.

61. The institutions of higher education should be encouraged, even more than is usually the case at present, to direct their attention to the development of those studies which are most basic to conditions in the Non-Self-Governing Territories. Two particularly important examples of these are agriculture and animal husbandry, but the Committee also wishes to draw attention to other subjects such as medicine, technology, business administration, law and journalism.

62. Every effort should be made to extend the provision of higher education for women.

63. Consideration should be given to the manner in which institutions of higher education provide services to other than residential students. The extension of, for example, special courses for young people who are already in employment, and of extra-mural education for the people in general, would bring the institutions of higher education into close connexion with the general life of

the territories and make them an increasingly vital influence in the growth of local responsibility in all fields.

64. Equally of value would be the creation, which is already taking place, of technological colleges giving instruction in technical subjects on the university level and in an atmosphere of liberal education.

65. In suitable circumstances, action should be taken to encourage and provide for the establishment of community colleges for young persons who have completed secondary education and for adults who wish to improve their techniques and gain a wider conception of education. Such colleges would offer a simpler course than is provided by university or technological institutions, but would conduct their teaching on technical subjects in accordance with the general conception of the relationship of the individual to society and the value of education in general.

66. The Special Committee notes the availability to students of Non-Self-Governing Territories of fellowships and scholarships for study abroad provided by the Administering Members and various overseas institutions. Though of great value, these fellowships and scholarships must not be regarded as an adequate substitute for appropriate higher education within the territories themselves. The hope is expressed that facilities of this character will be extended.

67. The Special Committee also notes the fellowships and scholarships offered by the United Nations and the specialized agencies, which are intended to furnish opportunity for broader experience to those who have already attained a sufficient academic standard. While the number which is available at present is small, the Special Committee expresses the hope that efforts will be made to increase their number in order to provide additional facilities for the inhabitants of the Non-Self-Governing Territories. These fellowship and scholarships represent an opportunity not only of providing breadth of experience to the selected candidates, but also of raising the whole status of learning and training in the territories from which these candidates come. The Special Committee hopes that the Administering Members will make the fullest use of these facilities and that routine delays in the notification of possibilities and the examination of candidatures will be reduced to a minimum.

68. In general, the demand of the peoples of the Non-Self-Governing Territories for higher education should be fostered. All who can profit by it should have equal opportunity for access to higher education without distinctions of an arbitrary character, in order that a spirit of service to the community may be created as a basis for responsible citizenship. Such education should not necessarily follow the patterns which have developed in the metropolitan countries.

69. The Special Committee therefore records its view that :

(*a*) While the pressing need of education at all levels is apparent, both the principles of the Charter and the practical problems of the implementation of educational programmes make of outstanding importance the expansion of opportunities for higher education.

(*b*) Consideration should be given to the provision of educational programmes of an intermediate level such as the community college.

(*c*) Of great significance are the expanding institutions of higher education within the Non-Self-Governing Territories, since, apart from the immediate services they can provide, it is through them that local needs and aspirations may be translated into practical and responsible citizenship.

(*d*) These institutions should be given every liberty to develop within their local circumstances; and while they should not be required to follow precedents suited to circumstances other than those of the territories, care should be taken that the highest possible standards are maintained.

(*e*) Yet isolation would be a grievous evil; it is to be hoped that some students, especially qualified graduate students of sufficient maturity, will continue to go metropolitan and foreign institutions.

(*f*) Advantage should be taken of fellowship and scholarship programmes sponsored by the United Nations and the specialized agencies, not only in order to provide practical experience to people of the Non-Self-Governing Territories, but also to foster broad contacts with the modern world which the territories will require for their progressive development.

VIII. Teacher training

70. The information before the Special Committee shows the large increase which will be required in the number of teachers in the Non-Self-Governing Territories if the educational programmes of the Administering Members are to be pursued successfully. Equally it shows the substantial improvement which must be effected in professional skills and status if the teachers available are to rise to their opportunities and responsibilities.

71. The developments which are taking place or being planned for the expansion of facilities for teacher training are noteworthy. Yet many institutions will for many years remain understaffed, or staffed by teachers with neither the requisite general educational background nor specialized training in the techniques of teaching.

72. The estimated needs, for example, under the French plan for the modernization and equipment of the Overseas Territories require an increase in the primary teaching staff alone of from the 1949 figure of 12,500 teachers to 50,000 teachers by 1956. To take a single United Kingdom Territory, in Kenya the primary school expansions planned will require an increase in the number of teachers from the 1949 total of 3,148 to a total of 8,905 by 1957. The problems of improving standards of training are also reflected in much of the information transmitted by the Administering Members. In many cases it is indicated that the existing quality of teachers in the Non-Self-Governing Territories is entirely insufficient for the calls which are being made on the teaching profession.

73. From all this it is evident that, however ambitious may be the programmes for the development of education and however much money is provided for the building

of schools, the problem of the provision of capable teachers is of first importance.

74. Close and fruitful contact between teacher and pupil in circumstances consonant with the life of the community is essential, and this spirit should be inculcated in the teacher-training institutions. The aim should be to produce teachers who have not only unimpeachable professional qualifications, but also a high degree of mental discipline, moral integrity and social responsibility. The training institutions should therefore not be directed merely to the passing of examinations, but should be responsive to the needs of the community.

75. The tendency described in the information on a number of territories to bring teacher-training into harmony with the general economic and social circumstances of the community is highly to be commended. Although it should not be invariably expected that the teacher should in addition be, for example, a kind of agricultural adviser or public health assistant, if his training is such as will interest him in the life of the community, his influence and status will be improved together with the quality of his teaching.

76. Teaching, however, is a career as well as a vocation. As a career, teaching needs to be made more attractive. Remuneration has in some cases been improved, and in some cases it is reported that the profession attracts a sufficiency of recruits. But, in general, in the Non-Self-Governing Territories as elsewhere, the salaries of teachers are low. Since it is not solely through the raising of salaries that the status of the profession can be enhanced, every effort should be made to encourage the conception that the teaching profession merits the highest recognition. The development of teachers' associations, not only for negotiations on the service conditions of teachers, but also for the discussion of general educational problems, will encourage among the whole community an informed interest in and a feeling of responsibility for educational advancement and respect for the teaching profession. Vacation and extension courses for teachers will also serve to prevent intellectual stagnation. The parent-teacher association can help to establish the teacher as an effective influence in the local community and to widen his own interests. All these methods are being used. They should be intensified with particular attention to the position of the regular working teacher in the field.

77. All this has a close relationship to the subject previously treated of the participation of the inhabitants in the direction of educational policy and management. Given such effective participation, the teacher will be brought into closer association with the community and should have an opportunity of correcting any narrow tendency on his part to regard education as merely the accumulation of information.

78. The special Committee therefore records its view that :

(*a*) The development of the technically skilled and socially conscious teacher is essential to the educational advancement of the Non-Self-Governing Territories.

(*b*) Teacher-training institutions should be of high quality and directed by those having deep sympathy with and knowledge of indigenous life.

(*c*) Such training institutions should have a wider aim than the mere inculcation of routines of instructional methods; they should endeavour to produce teachers with a basic knowledge of the purpose of their teaching.

(*d*) Teacher-training institutions should therefore be in close and fruitful contact with the general life of the communities, with other institutions of higher education and with practising teachers.

(*e*) Even so, the teaching profession cannot attract candidates of the type required unless more attention is given to the needs of the profession, in terms of conditions of service and of the place given to its members in public life.

IX. Collaboration with the United Nations Educational, Scientific and Cultural Organization

79. The Special Committee expresses the hope that the Administering Members will continue their close collaboration with the United Nations Educational, Scientific and Cultural Organization in the solution of the problems of education in those Territories for whose administration they are responsible, making use of the experience, studies and conclusions of that Organization and of similar experience and studies of Member States in this field.

X. Conclusion

80. This report is the result of the interchange of ideas and experience on the problems of education in Non-Self-Governing Territories which the General Assembly in resolution 333 (IV) invited the Special Committee to undertake.

81. The Committee is aware that, in the final analysis, the solution of these problems is the responsibility of the Administering Members. Accordingly, the Special Committee submits the report to the General Assembly with the recommendation that :

It should be communicated to the Members of the United Nations responsible for the administration of Non-Self-Governing Territories. The Committee also recommends the communication of the report to the United Nations Educational, Scientific and Cultural Organization as a brief but considered indication of the importance of educational advancement and the problems still to be faced in the Non-Self-Governing Territories.

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