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

**GENERAL ASSEMBLY
OFFICIAL RECORDS: NINTH SESSION
SUPPLEMENT No. 18 (A/2729)**

NEW YORK, 1954

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NOTE

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PREFACE

The report of the fifth session of the Committee on Information from Non-Self-Governing Territories is herewith submitted to the General Assembly at its ninth regular session. It relates to the following items of the provisional agenda of the General Assembly:

31. Information from Non-Self-Governing Territories transmitted under Article 73 e of the Charter: reports of the Secretary-General and of the Committee on Information from Non-Self-Governing Territories:

- (a) Information on economic conditions;
- (b) Information on other conditions;
- (c) Transmission of information;

(d) Participation of Non-Self-Governing Territories in the work of the Committee on Information from Non-Self-Governing Territories (resolutions 647 (VII) of 10 December 1952 and 744 (VIII) of 27 November 1953).

32. Cessation of the transmission of information under Article 73 e of the Charter: report of the Committee on Information from Non-Self-Governing Territories (resolutions 222 (III) of 3 November 1948, 448 (V) of 12 December 1950 and 747 (VIII) of 27 November 1953):

- (a) Communication from the Government of Denmark concerning Greenland;
- (b) Other communications.

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Part One

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

I. Constitution of the Committee

1. The General Assembly, by resolution 646 (VII) adopted on 10 December 1952, during the seventh session, decided to continue the Committee on Information from Non-Self-Governing Territories on the same basis as set forth in resolution 332 (IV) for a further three-year period with the provisions relating to its work as set out in resolution 333 (IV).

2. The terms of reference of the Committee set forth in resolution 332 (IV) are 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.

“... to submit to the regular sessions of the General Assembly ... 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. With regard to the provisions relating to its work set out in resolution 333 (IV), the General Assembly considered:

“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.”

4. 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. The membership of the Committee in 1954 was as follows:

Members transmitting information	Elected members
Australia	Brazil
Belgium	Burma
Denmark	China
France	Ecuador
Netherlands	Guatemala
New Zealand	India
United Kingdom of Great Britain and Northern Ireland	Indonesia
United States of America	Iraq

All members were present with the exception of Belgium.

5. The Committee met in New York, and held seventeen meetings from 20 August to 13 September 1954.

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

II. Officers

7. The officers elected by the Committee were: Mr. Awni Khalidy (Iraq), *Chairman*, Mr. Sergio Armando Frazao (Brazil), *Vice-Chairman*, Mr. J. V. Scott (New Zealand), *Rapporteur*.

III. Sub-Committee

8. A sub-committee was appointed at the 95th meeting of the Committee to prepare a special report on economic conditions in Non-Self-Governing Territories. It was composed of the representatives of Brazil, France, Guatemala, India, Indonesia, the Netherlands, the United Kingdom of Great Britain and Northern Ireland and the United States of America. The representative of Brazil, Mr. S. A. Frazao, was elected Chairman. The representatives of FAO and ILO participated in the work of the Sub-Committee. It held nine meetings from 31 August to 10 September 1954, and submitted its report at the 105th meeting of the Committee.

IV. Agenda

9. The representative of Brazil inquired the reason for the change in the revised provisional agenda of the wording of item 9 (b) from “Netherlands Antilles and Surinam” to “Other communications”. The representative of the Netherlands replied that the final result of the negotiations now in progress between his Government and those of the two Territories concerned would be communicated to the Secretary-General in accordance with the terms of paragraph 4 of General Assembly resolution 747 (VIII) of 27 November 1953. Until this final result was reached there was thus no useful communication his Government could submit as a subject for discussion by the Committee.

10. The agenda as adopted by the Committee, together with references to the relevant documents and to the summary records of the discussions of each item, is set out in annex I.

V. Preliminary statements

11. At the opening meeting of the Committee, the representatives of France and of the United Kingdom reaffirmed statements made at previous sessions of the Committee defining the constitutional positions of their respective Governments in regard to their continued participation in the work of the Committee.

12. In the course of subsequent interventions, the representatives of Brazil, Burma, China, India and Iraq, referring to those formal declarations, stated the views of their respective delegations in support of the legality of the Committee and the value of its work, and expressed their regret at the continued absence of Belgium.

13. The representatives of Guatemala and of the United Kingdom reserved the positions of their respective Governments with regard to the question of sovereignty over British Honduras (Belize Territory).

14. The representative of Indonesia objected to the transmission of information on that part of New Guinea (West Irian) over which her Government claimed sovereignty. The representative of the Netherlands stated that his country's sovereignty over Netherlands New Guinea was beyond question and, since his Government was responsible for the administration of that Territory, it was obliged to transmit information in accordance with Article 73 e of the Charter.

VI. Economic conditions

15. In accordance with the provisions of its work as set forth in resolution 333 (IV) and confirmed by resolution 646 (VII), the Committee at its present session devoted special attention to the subject of economic conditions in Non-Self-Governing Territories.

16. The Committee had before it documents prepared by the Secretary-General dealing both with a review of the aspects of economic affairs to which special attention had been given during the second session of the Committee held in 1951, as well as with other economic subjects not previously treated in detail. In addition, the Committee's special report on economic conditions and problems of development¹ prepared in 1951 was available for reference. Documents dealing with economic subjects within its field of competence were submitted by FAO.

17. Specialist advisers on economic affairs were included in the delegations of Brazil, Denmark, France, the Netherlands, the United Kingdom and the United States of America, in response to General Assembly resolution 745 (VIII).

18. The Committee discussed economic conditions in Non-Self-Governing Territories, item 4 of its agenda, from its 91st to 98th meetings. Statements in the general debate and in the discussion of item 4 (a) were made by the representatives of Australia, Brazil, Burma, China, Ecuador, France, Guatemala, India, Indonesia, Iraq, the Netherlands, the United Kingdom and the United States of America, and by the representative of FAO.

19. General Assembly resolution 645 (VII) had invited the Committee to consider the information transmitted under Article 73 e of the Charter in the light of the views expressed in the special reports on educational,² economic³ and social⁴ conditions. Accordingly, the debate provided the opportunity for a general

¹ See *Official Records of the General Assembly, Sixth Session, Supplement No. 14*, part three.

² *Ibid.*, Fifth Session, Supplement No. 17, part two.

³ *Ibid.*, Sixth Session, Supplement No. 14, part three.

⁴ *Ibid.*, Seventh Session, Supplement No. 18, part two.

review of basic economic conditions and development programmes in the Non-Self-Governing Territories and the policies and activities of the Administering Members in the light of the general observations expressed by the Committee in 1951 which were incorporated in the special report on economic conditions approved by the General Assembly in resolution 564 (VI).

20. Following the general debate, the Committee examined particular aspects of economic conditions such as land distribution; soil conservation; agricultural credit and co-operative institutions; livestock; fisheries; the adequacy of government services to agriculture in the Territories; industrial power and mining development; the relative progress of production for local consumption and for export; standards of living; and the structure of budget expenditure and revenue, including that of tax revenue. The representatives of Australia, Brazil, Burma, China, Ecuador, France, Guatemala, India, Indonesia, Iraq, the Netherlands, the United Kingdom and the United States of America took part in the discussions on these subjects.

21. During the examination of the information before the Committee in the form of the documents prepared by the Secretariat and by FAO, further information was elicited and attention was drawn to various aspects of economic policy and conditions. Stress was laid by some members of the Committee upon the need for economic development to be directed principally to raising the standards of living of the inhabitants of the Territories; the inadequacy of information essential to allow the Committee to evaluate fully the true economic situation in the Territories and to appraise the economic advancement of their peoples; the necessity for more surveys on which to base development programmes and to assess the real needs and objectives of economic policy; the vital importance of the participation of the indigenous inhabitants in the formulation of economic policy and in the execution of programmes of development; the need for capital investment in basic projects though not necessarily in undertakings promising high or quick monetary returns; the importance of land, its tenure, utilization and conservation; the policies and activities of the produce marketing boards; the balance between production for home consumption and for export, and between agriculture and industry, and the interrelationship of economic, social, educational and political factors. In some cases the representatives of the Administering Members replied to most of the queries raised and supplemented the documents with additional and more up-to-date information.

22. Following the procedures of previous sessions of the Committee, a Sub-Committee was established, the details of which are given in paragraph 8 above.

23. Introducing its report at the 105th meeting, the Chairman of the Sub-Committee expressed appreciation of the work of the Secretariat in its preparation. The Committee considered this report at its 106th meeting. General statements were made by the representatives of Australia, China, France, the United Kingdom and the United States of America. Following the acceptance of minor modifications in the text, and subject to reservations on certain paragraphs expressed by the representatives of Australia and Indonesia, the report was approved and forms part two of the present report.

VII. Social conditions

24. In conformity with General Assembly resolution 333 (IV) setting out its pattern of work, the Committee, at its 98th and 99th meetings, turned its attention to social conditions in Non-Self-Governing Territories. In the interest of economy and owing to the fact that information on social conditions had been included in the summaries of information for each of the Territories, no special paper had been prepared by the Secretariat except for a document in which the proposed studies for 1955 were set out. A report on its activities in the Territories was submitted by WHO (A/AC.35/L.170).

25. Statements were made by the representatives of Australia, Burma, China, Guatemala, India, Indonesia, New Zealand, the United Kingdom, and the United States of America. The representatives of WHO, ILO and UNESCO reviewed the activities and work programmes of their respective organizations as these applied to the Non-Self-Governing Territories.

26. The representative of Indonesia believed that social advancement would be achieved more rapidly if women were guaranteed the same rights as men and she inquired what steps the Administering Members had taken to put into effect the Economic and Social Council's resolution 445C (XIV) in which they had been invited to take immediately all necessary measures to abolish progressively all customs which violated the physical integrity of women. The representative of Indonesia, like the United States representative, also believed that progress had been made in some Territories in which the public health budget, for example, had been increased. She was not sure, however, from the bare fact of increased expenditure, to what extent the health of the indigenous inhabitants as a whole had been improved.

27. The representative of the United Kingdom emphasized the importance of nutrition and informed the Committee of the Field Research Station in the Gambia and the Human Nutrition Research Unit in London, both established under the auspices of the Medical Research Council. The Unit furnished the services concerned in the various Territories with needed information and advice. It also published memoranda drawn up by nutritional experts on questions of importance to local governments. The Committee's attention was drawn to a Colonial Office memorandum published in November 1953 and entitled *Housing in British African Territories* (Colonial No. 303), which stated that local governments should do everything possible to encourage house-ownership by the provision of material or financial aid where the territorial budget was not large enough to permit more extensive measures. Such schemes were the aided self-help schemes in which the government gave special aid to people willing to construct their own homes or to finance their construction. He also drew attention to the extent of the work accomplished in the social field by voluntary organizations, as for example, infant and child feeding centres established in Singapore after the Second World War, and the Voluntary Boys' Clubs organized in Lagos.

28. The representative of Guatemala stressed the fact that although the data contained in the various documents before the Committee were of interest, yet

it would be better for purposes of comparison if the statistics submitted by the Administering Members were improved and made fuller and more uniform. In particular, it would thus be much easier to interpret the data on public health, and more especially, on the differences noted between urban and rural districts.

29. The representative of India pointed out that the concentration by members of the Committee on general social problems did not indicate that they had failed to recognize particular cases in which progress had been achieved, for example in overcoming malaria in Cyprus, British Guiana, Mauritius and Malaya and the effective tuberculosis control campaigns in Territories under United Kingdom and French administration. Recent advances in medical science, however, should be applied more rapidly in certain of the smaller island Territories. Turning to the question of race relations, he drew the attention of the Committee to a report of a Select Committee of the Bermuda House of Assembly appointed to consider problems of race relations to which reference was made in document A/2657/Add.2, page 14. That Committee had observed, among other things, that racial policy in the Territory should take into account generally accepted conditions in the country of origin of most visitors to Bermuda. This principle had appeared to the representative of India to be undesirable. On the other hand, he considered more encouraging the so-called "Moffat resolutions" passed in the Legislative Council of Northern Rhodesia concerning racial equality of opportunity, and a speech on multi-racial unity by the leader of the Asian members in the Kenya legislature.

VIII. Educational conditions

30. Following its discussion of social conditions, the Committee turned its attention in similar manner to certain aspects of educational conditions in the Non-Self-Governing Territories. The Committee had before it a summary prepared by the Secretariat giving the principal indications of educational progress in the Territories during 1953, in the light of the 1953 special report on education⁵ approved by the General Assembly in resolution 743 (VIII). An annual report on measures for suppressing illiteracy (A/AC.35/L.173) and a general account of its activities of interest to Non-Self-Governing Territories (A/AC.35/L.178) were submitted by UNESCO.

31. At the 99th, 100th and 101st meetings, statements were made by the representatives of Australia, Brazil, Burma, China, Ecuador, France, Guatemala, India, Indonesia, the Netherlands, New Zealand, the United Kingdom and the United States of America. The representative of UNESCO gave additional details of the work programme of his organization, with particular reference to Non-Self-Governing Territories.

32. The representative of France, after giving examples of the educational progress in Territories under French administration, dealt with the problem of adapting education to the economic needs of each Territory and of providing employment opportunities for the increasingly large number of qualified students. In this respect, vocational training, especially agricultural training, played an important part. His Government had realized, too, that not only should the younger

⁵ *Ibid.*, Eighth Session, Supplement No. 15, part two.

generation be equipped to meet the conditions consequent on the expanding economy of their homelands, but that adults had to be given the opportunity to participate profitably. Accordingly, intensive training centres as well as adult courses had been established. In a later intervention, the French representative discussed youth movements and sports as two methods of educational and cultural advancement for the people, especially in providing opportunity for giving impetus to community development.

33. The representative of India noted from the documentation before the Committee and from UNESCO reports that the Territories had received considerable technical and other assistance for educational purposes from several sources. In particular, he instanced the substantial sums that had been raised both in India as well as from the Indian community in East Africa towards the construction of the Gandhi Memorial Institute recently opened in Kenya. Furthermore, he referred to the fact that his Government intended to found an institute of African studies in collaboration with the University of Delhi, and had granted a total of 29 scholarships for the current academic year to students from Non-Self-Governing Territories. Turning to the question of scholarships in particular, he recalled resolution 743 (VIII) which, *inter alia*, recommended that Administering Members should make as much use as possible of offers made to them by other Member States for the purpose of facilitating the educational advancement of the Non-Self-Governing Territories by such means as the award of fellowships, scholarships and internships to qualified students from those Territories. He reminded the Committee that in pursuance of resolutions 557 (VI) and 753 (VIII), a programme had been established for such awards to inhabitants of Trust Territories, and in fact, several Member States had already offered scholarships for the current academic year. The Committee might well follow this example and adopt a similar scheme for the Non-Self-Governing Territories. To this end, the Indian delegation jointly with that of Burma wished to submit a draft resolution, the revised text of which (A/AC.35/L.179/Rev.1) was as follows:

"The General Assembly

"Noting resolution 743 (VIII) by which the Administering Members were recommended to make the greatest possible use of offers that might be made to them by other Member States through the Secretary-General or through the specialized agencies concerned or in other appropriate ways, for the purpose of facilitating the educational advancement of the inhabitants of Non-Self-Governing Territories by such means as making available fellowships, scholarships and internships to qualified students from these Territories,

"Noting the view expressed by the Committee on Information from Non-Self-Governing Territories in 1953 that the attainment of self-government by Non-Self-Governing Territories is, *inter alia*, hindered by inadequacies in their peoples' education,

"Considering that facilities for study and training at all levels of education, with all the efforts made by the Administering Members in the direction of their improvement, are not yet adequate in most of the Non-Self-Governing Territories,

"1. Recommends that the Administering Members make the greatest possible use of offers of facilities

in all levels of education and training, including the field of fundamental education, that may be made by Member States of the United Nations;

"2. Invites Member States to extend generously their offers of facilities not only for study and training of university standard but, in the first place, for study on post-primary level as well as technical and vocational training of immediate practical value;

"3. Invites Member States offering facilities, in cases where the languages of instruction differ from the languages of the Non-Self-Governing Territories, to consider the possibility of extending the duration of the facilities offered by a preliminary period of language training and other adjustment to the country of study or training;

"4. Invites Member States to transmit the details of such offers to the Administering Members and the Secretary-General;

"5. Requests the Committee on Information from Non-Self-Governing Territories to establish a simple procedure which would permit such offers and applications to be made through the Secretary-General as well as through the Administering Members concerned, it being understood that upon the receipt of applications the Secretary-General will transmit them to the Administering Members and to the offering States concerned;

"6. Invites the Administering Members to give appropriate publicity in Territories under their administration to offers of study and training facilities and take such other measures as will ensure that the greatest possible advantage is taken of the offers;

"7. Requests the Secretary-General to include in the United Nations information material, details of all such offers and of the procedures to be followed in submitting applications."

34. In the course of his intervention, the representative of the United States of America stated that the 1953 Committee's special report on education had proved a valuable adjunct to the basic 1950 special report and had received the serious consideration of interested departments of his Government, which had commended it to the attention of the appropriate authorities in the Territories under United States administration. The general views expressed in the report were in harmony with United States educational objectives in those Territories and any problems which might arise in giving effect to them would accordingly be due only to practical difficulties of administration. He went on to review some of the shortcomings and the progress made in various Territories as revealed by the educational statistics in the summaries of information before the Committee. He informed the Committee that the United States Office of Education had suggested that when special attention was next paid to educational conditions in the Territories particular consideration should be given to teacher training and the financing of education. With regard to the joint draft resolution, he indicated his delegation's tentative approval.

35. The representative of Guatemala agreed with the United States contention that the financing of education, including the metropolitan share of such expenditure in the respective Non-Self-Governing Territories, required further study. Likewise, fundamental education and mass information media merited particular attention. He referred to the useful background

studies prepared by UNESCO on fundamental education, which should be viewed as a complement to school education and as a means of facilitating economic and social progress by accelerating adult education. Conditions in his country made it possible for him to suggest solutions for those educational problems which it shared with many Non-Self-Governing Territories and it strongly advocated the use of such mass information media as broadcasting in indigenous languages. Another method successfully applied in his country and in Mexico was the use of cultural missions to remote areas. He also commended the 1950 and 1953 special reports on education and suggested that when special attention was again given to educational conditions particular consideration should be given to the progress achieved towards the objectives set forth in paragraph 2 of resolution 743 (VIII). He noted that UNESCO's co-operation was available for the solution of all technical problems and suggested that such co-operation might take one or more of the following forms: the establishment in the Territories of bodies analogous to the national committees in metropolitan States members of UNESCO, in order to bring the Territories into more direct contact with UNESCO; the use of international or national UNESCO training centres; and an international conference, to be convened by the United Nations and UNESCO, on educational progress in the Non-Self-Governing Territories, including the participation of the appropriate authorities in those Territories.

36. In the course of their several interventions, the representative of Brazil referred to the importance of an adequate period of school education and to the potential field of employment that must be borne in mind in the preparation of any educational programme. The representative of Australia gave some supplementary information on the educational progress in Papua and on the implementation of the provisions of the basic Education Ordinance, 1952, of that Territory and the contiguous Trust Territory of New Guinea. A preliminary examination of the joint draft resolution seemed to indicate that its intention was to bring the procedure for the award of scholarships and fellowships in the Non-Self-Governing Territories into line with that applicable to Trust Territories, and his delegation reserved its final opinion on the proposal. A similar view and reservation were expressed by the representative of France. In commenting on the educational documentation submitted by the Secretariat and by UNESCO, the representative of China noted that the latter's *Contact Letter in Fundamental Education* went to only fourteen addresses in the Non-Self-Governing Territories. The representatives of the Netherlands and of New Zealand gave supplementary information relating to educational conditions in Netherlands New Guinea and the Cook Islands respectively.

37. The representative of the United Kingdom referred to the educational progress in general that had taken place in Territories under United Kingdom administration. In particular, he mentioned the proposed establishment of a university college in Central Africa and the scheme for training Malayan teachers at their own college in the United Kingdom. In commenting on the suggestion of the representative of Guatemala regarding the convening of an educational conference on a global basis, he stated that his Government's experience had been that such conferences were

most successful if limited in scope and geographical area.

38. The representative of Burma stressed the importance of higher education, and in order to help relieve the heavy financial burden which its provision entailed, his delegation had joined with that of India in submitting their joint draft resolution. Support for the draft resolution was expressed by the representative of Indonesia, who also emphasized the need to improve vocational training and the great importance her delegation attached to the education of girls.

39. The representative of Ecuador proposed an oral amendment to the effect that the words "including the field of fundamental education" should be inserted after the word "training" in operative paragraph 1 of the joint draft resolution. That amendment was accepted by the co-sponsors and incorporated in their revised draft.

40. At its 102nd meeting, the Committee considered the revised joint draft resolution (A/AC.35/L.179/Rev.1) and the amendments thereto submitted by the United Kingdom (A/AC.35/L.181) and by Guatemala (A/AC.35/L.180).

41. The amendments proposed by the United Kingdom would:

1. Delete the second paragraph of the preamble.
2. Delete paragraph 1 of the operative part.
3. In paragraph 4 of the operative part, delete "to the Secretary-General" and replace by "to the United Nations Technical Assistance Administration and the appropriate specialized agencies".
4. Replace the original paragraph 5 by the following:

"Invites the United Nations Technical Assistance Administration and the specialized agencies to incorporate such offers in the procedures evolved by them for the offer and award of educational facilities, in such a way as to comply with the wish of the offering State that offers made in response to this resolution should be taken up by inhabitants of Non-Self-Governing Territories."

5. In paragraph 7 of the operative part, insert between "the Secretary-General" and "to include" the following words: "in consultation with the United Nations Technical Assistance Administration and the appropriate specialized agencies".

42. Since the revised text of the second paragraph of the preamble was acceptable to his delegation, the representative of the United Kingdom withdrew his first amendment. Similarly, on the proposal of the sponsors of the joint draft resolution to transfer operative paragraph 1 and place it after operative paragraph 4, he withdrew his second amendment.

43. In connexion with the remaining United Kingdom amendments, the representative of the Secretary-General, at the request of some members of the Committee, explained that the procedure implied in these amendments would not fit in the normal services and administrative procedures established by the Technical Assistance Administration. He added that if the resolution were addressed to the Secretary-General rather than to the Technical Assistance Administration or to particular agencies, the Secretary-General could subsequently decide on the most suitable procedure.

44. The Committee adopted the three remaining

United Kingdom amendments each by 7 votes to 5, with 2 abstentions.

45. In view of the adoption of the United Kingdom amendments, the representative of Guatemala withdrew his amendments.

46. The Committee adopted the revised joint draft resolution, as a whole, as amended, by 10 votes to none, with 5 abstentions. The text of the resolution as adopted is given in annex II.

IX. Cessation of the transmission of information under Article 73 e of the Charter

(a) GREENLAND

47. In resolution 222 (III), adopted on 3 November 1948, the General Assembly had considered that, "having regard to the provisions of Chapter XI of the Charter, it is essential that the United Nations be informed of any change in the constitutional position and status of any such Territory as a result of which the responsible Government concerned thinks it unnecessary to transmit information in respect of that Territory under Article 73 e of the Charter"; and had requested "the Members concerned to communicate to the Secretary-General, within a maximum period of six months, such information as may be appropriate pursuant to the preceding paragraph, including the constitution, legislative act or executive order providing for the government of the Territory and the constitutional relationship of the Territory to the Government of the metropolitan country". Furthermore, in resolution 448 (V), the General Assembly had requested the Committee "to examine such information as may be transmitted in future to the Secretary-General in pursuance of General Assembly resolution 222 (III), and report thereon to the General Assembly".

48. In conformity with the terms of resolution 222 (III), the Government of Denmark had transmitted to the Secretary-General a communication (A/AC.35/L.155 and Corr.1) dated 3 September 1953, in which it conveyed its decision to cease the transmission of information on Greenland and enclosed a memorandum giving the background of the constitutional development in Greenland together with a translation of the Danish Constitution of 5 June 1953, and of the records of the meetings of the Greenland Council at which the constitutional changes were discussed and unanimously adopted. A subsequent communication (A/AC.35/L.168) dated 14 September 1953, informed the Secretary-General that as a consequence of the adoption of the Danish Constitution of 5 June 1953, by which Greenland became an integral part of the Danish Realm, the basis for Denmark's membership on the Committee as an Administering Member had ceased to exist and that Denmark intended to withdraw from the Committee after the conclusion of its fifth session.

49. The discussion of this item was opened at the 101st meeting by the representative of Denmark who introduced the relevant documentation and the three Greenland representatives, namely two members elected by the Greenland Council who are also members of the Danish Parliament, and the Governor of Greenland, all of whom were included in the Danish delegation.

50. At the 102nd meeting, the representative of Denmark gave a comprehensive review of the historical

facts which had caused Greenland to be one of the Territories on which information had been transmitted under Article 73 e of the Charter, and of the constitutional changes which had recently been enacted and which had led the Danish Government to decide to cease transmitting further information. He pointed out that Greenland had never been a colony in the classical sense of the word and since its discovery a thousand years previously had always been connected with one of the Nordic realms, being a part of Denmark at the time the Charter of the United Nations was signed. Nevertheless, it was then felt that Greenland came within the scope of Chapter XI of the Charter. He went on to give a detailed historical review of the political relationship that had evolved between Denmark and Greenland. He gave an account of how climatic changes had affected the economic life of the inhabitants, and of how cultural and educational influences, as well as material considerations such as communications, had brought the Territory to a stage where a new relationship was called for. Accordingly, a new policy was adopted, the aim of which was to integrate Greenland as a part of the Danish Realm. This policy was adopted by the Danish Government in strict adherence to the wishes freely expressed by the people of Greenland through their chosen representatives. Isolation had been discontinued, economic differences between Greenland and other parts of Denmark had disappeared and politically this development had led to the consequence that, when in 1953 the Constitution of Denmark had been changed on certain points, one of those points was the inclusion of Greenland in the Realm with the same rights and privileges as any other part thereof. A resolution recommending that constitutional change had been unanimously adopted by the Greenland Council. Greenland was now represented in the Danish Parliament by two representatives elected by direct secret ballot and by an electorate composed in exactly the same way as in other parts of Denmark. Thus, by full integration into the Danish Realm, according to the freely expressed wishes of its people, Greenland had ceased to be a Non-Self-Governing Territory and Denmark an Administering Member of the Committee.

51. The representative of India, after associating himself with the Chairman's welcome to the Greenland representatives, pointed out that his Government's policy with regard to the cessation of the transmission of information was consistent in all cases. He went on to analyse the information provided by Denmark in the light of the third part of the list of factors⁶ and came to the conclusion that for the most part they were amply covered, especially with regard to the wishes of the people being freely expressed. He suggested that new and more comprehensive procedures were needed to deal with decisions by governments that Article 73 e no longer applied to formerly dependent territories. The Committee should consider the establishment of suitable machinery, perhaps an *ad hoc* committee to consider each new case. In particular, he suggested that in a similar manner as a parliamentary mission usually visits a United Kingdom territory on its attainment of self-government, the United Nations might send a mission to visit any Territory about to achieve self-government. He hoped such a visit would

⁶ See General Assembly resolution 742 (VIII), annex.

be received by the government concerned, not as indicating a desire to supervise or to criticize, but as a means of dispelling any shadow of doubt regarding the correctness of the action taken and as a gesture of congratulation on the stage reached by the Territory in its international democratic evolution. He would be glad to learn the reaction of the Danish delegation to this suggestion.

52. In reply to an inquiry by the representative of India as to whether any communications contesting the validity of the change in Greenland's status had been received at the United Nations, the representative of the Secretary-General replied in the negative.

53. The representatives of Australia, the Netherlands, New Zealand, the United Kingdom and the United States of America, in the course of their interventions, associated themselves with the Chairman's welcome to the Greenland representatives on the Danish delegation and extended their congratulations to the people of Greenland and the Danish Government on the attainment of self-government by Greenland. They reaffirmed their opinion that the decision to cease transmitting information under Article 73 e was one alone for the Administering Member concerned to take. In this particular instance, all that was called for from the Committee was to take note of the decision of the Danish Government and to congratulate the people of Greenland on their new status.

54. The representatives of Brazil, Burma, Ecuador, Guatemala, Indonesia and Iraq also prefaced their interventions with expressions of welcome to the representatives of the Greenland people and extended their appreciation of the action taken by the Government of Denmark in furnishing the Committee with full information on the changed status of that Territory. Questions and explanations regarding various aspects of Greenland's new status were addressed by each of these representatives to the representative of Denmark.

55. The representative of Burma asked if a referendum had been held to ascertain whether the people of Greenland wished to be incorporated in the Danish Realm, and to what extent the question of distance affected the relationship between the two countries.

56. The representative of Guatemala wished to know if the people of Greenland had realized that the change in status meant incorporation into the Kingdom of Denmark and whether the Constitution provided for the right of secession.

57. The representative of Indonesia asked whether the powers of the Greenland Council in relation to Danish bills for measures affecting the Territory were limited to discussion and recommendation, and whether a bill affecting Greenland which had not been tabled before, or had been rejected by, the Greenland Council was ever referred to the Danish Parliament for enactment. She also wished to know whether the Greenland Council was empowered to consider matters other than those referred to it by the Danish Parliament or Government. She asked by what procedure the Greenland people had expressed their wishes, whether by referendum or by new elections.

58. The representative of Iraq requested further information on the action taken by the Danish Government to extend to the people of North and East Greenland the right to elect representatives to the Danish Parliament, and on the extent to which the Danish

Government, in deciding to cease the transmission of information under Article 73 e of the Charter, had taken into account the list of factors annexed to General Assembly resolution 742 (VIII). He also inquired whether commonwealth status, such as that devised for Puerto Rico, had been considered when deciding on the relationship of Greenland with Denmark.

59. The two members of the Greenland Council each addressed the Committee and gave ample assurances that the new status of their country was fully in accord with the freely expressed wishes of the people of Greenland. They had always been well treated by Denmark in regard to both their economic and cultural life, and they welcomed incorporation into the Danish Realm.

60. In reply to specific questions as well as to other points raised in the course of the discussions, answers were given by the representative of Denmark. With regard to the question of secession, there was no provision in the Danish Constitution for any province to secede. As to the distance between the two countries, he pointed out that Greenland was only six hours flying time from Copenhagen, and that all Nordic people regarded water as a connecting, and not a dividing, element. With regard to the question of suffrage for North and East Greenland, he stated that those two areas had their own elected bodies and their interests were also looked after by the members from West Greenland. With respect to the question of whether the factors annexed to resolution 742 (VIII) had been considered, he pointed out that that resolution had been adopted six months after the new Danish Constitution had come into effect. With regard to the factor relating to freedom of choice, that had been exercised by the people of Greenland through the Greenland Council, a freely elected body, which had asked for incorporation. No referendum had been held and even if one had been held the only choice would have been between incorporation or remaining as a Non-Self-Governing Territory. He replied in detail to the inquiries regarding the powers of the Greenland Council and reminded the Committee that Greenland was represented in the Danish Parliament by two representatives who fully safeguarded the interests of Greenland. With regard to the suggestion of a mission from the United Nations to visit Greenland, he stated that adequate information had been submitted and that while all visitors were welcome in Greenland he thought a United Nations mission might be misunderstood by the Greenlanders and asked the representative of India not to press that point.

61. The representative of Brazil recalled that it was for the United Nations, through the Committee, to express a preliminary opinion on the degree of political maturity reached by people of Non-Self-Governing Territories. That was why the Brazilian delegation agreed with the Indian delegation on the necessity of laying down a procedure enabling the Committee to discharge its functions under General Assembly resolution 742 (VIII). In no circumstances, however, must the Committee renounce or curtail its competence. Then noting with satisfaction the Danish Government's statement, in its letter of 3 September 1953 addressed to the Secretary-General, that "the Danish Government regard their responsibilities according to Chapter XI of the Charter as terminated", the representative of Brazil stated his concept that the administration

of a Non-Self-Governing Territory was in the nature of a responsibility exercised on behalf of an international community, and that that was the underlying idea of Chapter XI. He hoped he was voicing not only the opinions of his own delegation but also those of the majority of the members of the Committee, and in this belief, his delegation had joined with those of Guatemala and India in proposing for adoption by the Committee a draft resolution (A/AC.35/L.183), the text of which was as follows:

"The Committee on Information from Non-Self-Governing Territories,

"Considering that resolution 222 (III), adopted by the General Assembly on 3 November 1948, while welcoming any development of self-government in Non-Self-Governing Territories, considers that it is essential that the United Nations be informed of any change in the constitutional status of any such Territory as a result of which the responsible government concerned thinks it unnecessary to transmit information in respect of that Territory under Article 73 e of the Charter,

"Having received from the Government of Denmark a communication, dated 3 September 1953, informing the Secretary-General that as a result of the constitutional amendment adopted on 5 June 1953 Greenland has become an integral part of the Danish Realm with a constitutional status equal to other parts of Denmark and that the Danish Government regard their responsibilities under Chapter XI of the Charter in respect of Greenland as terminated and have, therefore, decided to bring to an end the transmission of information under Article 73 e of the Charter,

"Considering that resolution 742 (VIII) adopted by the General Assembly on 27 November 1953 instructs the Committee to study any documentation transmitted under resolution 222 (III) in the light of the list of factors approved by resolution 742 (VIII) and other relevant considerations,

"Considering that the question of the cessation of information in respect of Greenland has been included as item 32 (a) of the provisional agenda of the ninth regular session of the General Assembly,

"Bearing in mind paragraph 2 of resolution 448 (V) in which the General Assembly requested the Committee to examine such information as may be transmitted and to report thereon to the General Assembly,

"Having examined the documentation transmitted by the Government of Denmark in the light of the basic principles of Chapter XI of the Charter and of the provisions of General Assembly resolution 742 (VIII), and having considered the verbal explanations provided by the representatives of the Government of Denmark,

"1. Commends the action of the Member State concerned in including in its delegation representatives elected by the Greenland Council for the purpose of furnishing information on constitutional changes in Greenland for the enlightenment of the Committee;

"2. Takes note that when deciding on their new constitutional status, through their duly elected representatives, the people of Greenland have freely exercised their right to self-determination;

"3. Expresses the opinion that from the documentation and the explanations provided, Greenland freely decided on its integration within the Kingdom of Denmark, on an equal constitutional and administrative basis with the other parts of the Kingdom;

"4. Notes with satisfaction the political advancement achieved by the people of Greenland;

"5. Takes note of the opinion of the Government of Denmark that due to the new constitutional status of Greenland the Government of Denmark regards 'their responsibilities according to Chapter XI of the Charter as terminated' and consequently the transmission of information under Article 73 e of the Charter in respect of Greenland should be brought to an end;

"6. Expresses the opinion—within the limits of its terms of reference and without anticipating the final disposal of this question by the General Assembly—that the information before it indicates that Greenland may be considered as falling outside the scope of Chapter XI of the Charter and that, consequently, it is no longer necessary or appropriate to transmit the information under Article 73 e."

62. At the request of the representative of Indonesia, operative paragraph 6 was voted on separately and adopted by 10 votes to none, with 5 abstentions.

63. The Committee then voted on the draft resolution as a whole, which was adopted unanimously.

64. After the representatives of Burma and Indonesia had reserved the attitude of their delegations when the subject came up for consideration in the General Assembly, the Chairman remarked that such a right was automatically reserved to all delegations.

65. Statements in explanation of their votes and their interpretation of the resolution were made by the representatives of Australia, Denmark, France, New Zealand, the United Kingdom and the United States of America, in which they reaffirmed their reservations both in regard to resolution 742 (VIII) as well as to the question of the competence of Administering Members to decide when to cease the transmission of information under Article 73 e of the Charter.

(b) OTHER COMMUNICATIONS

66. At the 103rd meeting, the representative of India drew the attention of the Committee to the obligations incumbent on the Netherlands Government contained in General Assembly resolution 747 (VIII). He requested that the reassurances given by the representative of the Netherlands to the effect that the final result of the negotiations now in progress between the Governments of the Netherlands, the Netherlands Antilles and Surinam would be communicated to the Secretary-General in accordance with paragraph 4 of the above-mentioned resolution, should be conveyed to the General Assembly. Referring to paragraph 6 of the same resolution, the representative of India noted that no information had been transmitted in compliance with the request contained therein to the Netherlands Government to transmit regularly to the Secretary-General information under Article 73 e of the Charter in regard to the Netherlands Antilles and Surinam until such time as the General Assembly took a decision that such information should be discontinued. The representative of Iraq associated himself with these views.

67. In reply, the representative of the Netherlands stated that when resolution 747 (VIII) had been adopted on 27 November 1953, the Netherlands representative had expressed his regret that paragraph 6 had been included in the text of the resolution, in the following words:

“. . . the Netherlands Government cannot possibly act in a way which would be contrary to its own laws and Constitution; nor is it prepared to take steps which would be at variance with the opinion and the wishes of the Governments and Parliaments of the Netherlands Antilles and Surinam, whose interests are at stake in this controversy.”⁷

The representative of the Netherlands went on to say that the above-quoted statement made ten months previously had today not lost its validity. In fact, the autonomy attained by these parts of the Netherlands Realm would have been violated if the Netherlands Government had attempted to comply with the request made in paragraph 6 of resolution 747 (VIII). With due respect to the views expressed by some members of the Committee, his Government could not do otherwise than persist in its attitude defined in 1951 after the Interim Regulations for the Netherlands Antilles and Surinam had come into force. His Government felt itself even more justified in adopting that attitude since Article 73 e of the Charter itself recognized the limitations on the transmission of information which might be required by constitutional considerations.

X. The Secretary-General's summaries and analyses of information

68. In accordance with paragraph 4 (b) of resolution 218 (III), the Secretary-General had prepared statistical summaries and analyses of the information transmitted under Article 73 e relating to 1953, together with relevant statistics for the previous two years.

69. Much of the information contained in the summaries had been referred to during the discussions of economic, social and educational conditions in the Territories. At the 103rd meeting, the Committee discussed the summaries and analyses of information as an item of its agenda.

70. In reply to comments and questions raised by the representative of India regarding the date of receipt of information, the representatives of Australia and the United Kingdom gave explanations as to the reasons for the delay in transmitting information on certain of the Territories under the administration of their respective Governments.

XI. International collaboration in respect of economic, social and educational conditions in Non-Self-Governing Territories, including information on technical assistance

71. The General Assembly, in resolution 445 (V), confirmed “its recognition of the importance of international collaboration in regard to economic, social and educational conditions in Non-Self-Governing Territories as expressed in resolution 331 (IV)” which latter resolution invited the specialized agencies to communicate annually to the United Nations information on the progress of the work undertaken by

⁷ See *Official Records of the General Assembly, Eighth Session, Plenary Meetings*, 459th meeting, para. 156.

them which would be of service to Non-Self-Governing Territories. In resolution 444 (V), the Administering Members needing technical assistance for the economic, social and educational advancement of their Non-Self-Governing Territories were invited to submit their requests and also to include in the information transmitted by them a report on technical assistance received from the United Nations and the specialized agencies. Furthermore, in resolution 336 (IV) the General Assembly requested “the Secretary-General to keep the Special Committee informed of the nature of the technical assistance which is accorded from time to time to Non-Self-Governing Territories by specialized international bodies”.

72. Accordingly, the Secretary-General submitted a document (A/AC.35/L.164) setting out details of international collaboration for economic, social and educational advancement and of technical assistance to Non-Self-Governing Territories by the United Nations and the specialized agencies, while reports on their activities in the Territories were prepared by the World Health Organization and the United Nations Educational, Scientific and Cultural Organization, and an account of technical assistance services rendered to Non-Self-Governing Territories was submitted by the Food and Agriculture Organization.

73. The Secretary of the Committee drew attention to a number of resolutions relevant to conditions in Non-Self-Governing Territories adopted at the eighteenth session of the Economic and Social Council, which related respectively to the questions of political rights of women, the nationality of married women, and equal pay for equal work. By Economic and Social Council resolution 547 H (XVIII), the General Assembly is requested to take appropriate measures to abolish, in collaboration with States, including Non-Self-Governing Territories, discriminatory laws and practices against women, where such customs and ancient practices still exist, and requests the General Assembly to recommend that special efforts be made through fundamental education in private and public schools and various media of communications to inform public opinion in all areas, including Non-Self-Governing Territories, concerning the Universal Declaration of Human Rights and existing decrees and legislation which affect the status of women.

74. The representative of the ILO informed the Committee of certain projects in the future work of his organization relating to Non-Self-Governing Territories and mentioned as an example the provision of assistance to the Government of Barbados, with respect to its labour legislation, and the Governments of Jamaica and Trinidad in matters of social security measures. Commenting on the question of the application of social security conventions to non-metropolitan Territories, he noted that the International Labour Office Committee of Experts on the Application of Conventions in 1949 observed that more progress could be made with respect to the application of the social security conventions in non-metropolitan Territories.

75. The representative of UNESCO reminded the Committee of the provisions whereby Territories could acquire associate membership and drew attention to action already taken by the United Kingdom to ensure the direct participation of some of its Territories and

groups of Territories in the work of UNESCO as associate members.

76. The representative of Australia referred to the Colombo Plan in which his Government collaborated. He also drew the attention of the Committee to the work being done by the South Pacific Commission which benefited some 18 Territories with about 3 million inhabitants. This work, he felt, was giving effect to Article 73 d of the United Nations Charter, and might be characterized as positive action in international collaboration.

77. The representative of the United Kingdom then drew the attention of the Committee to the growing collaboration within the last three years between his Government and the United Nations with respect to the United Nations Expanded Programme of Technical Assistance and cited figures in support of this view, indicating the extent to which the Territories under United Kingdom administration had benefited from experts and fellowships. He also pointed out that United Kingdom Territories had provided training facilities for nationals of other countries in 1952 and in greater numbers in 1953. Reference was also made by the representative of the United Kingdom to the work of the Commission for Technical Co-operation in Africa South of the Sahara, which provided a valuable forum for experts dealing with the problems of Africa.

XII. Control and limitation of documentation

78. In its resolution 789 (VIII), the General Assembly, having recalled its resolution 593 (VI) on the control and limitation of documentation, noted the action taken by the Secretary-General, *inter alia*, by his instruction of 20 August 1953, to ensure a more effective control of documentation; considered that the reduction in the number and volume of certain categories of documents could be carried out in full only with the co-operation of Member States and expressed the wish that Member States should co-operate in giving effect to the resolution. In its operative part, the resolution invited all organs of the United Nations to scrutinize their existing documentation and effect such reduction therein as might be feasible, and to co-operate with the Secretary-General in his efforts to reduce the volume and at the same time to improve the quality of the documentation of the United Nations.

79. At its 104th meeting, the Committee considered this item of its agenda and heard short statements from the representatives of Australia and India, to the effect that, at present, they had no suggestions to submit for the control and limitation of the documentation before the Committee, and asked that the Secretariat should keep the question under review.

80. The representative of the Secretary-General replied that, in accordance with instructions of the Secretary-General, the question was kept constantly under review. He pointed out that the work procedures adopted by the Committee, whereby full summaries of information were prepared only every third year, preceded by some years a similar procedure recently adopted by the Trusteeship Council.

XIII. Representation on the Committee and participation of indigenous representatives

81. In resolution 647 (VII), the General Assembly, recalling resolution 566 (VI) and recognizing that

direct participation of the Non-Self-Governing Territories in the work of the Committee could be of further assistance in promoting the progress of those Territories, invited the Committee to study further this question of the direct participation of representatives of the more advanced Territories. Following further study during the eighth session of the General Assembly, resolution 744 (VIII), having recalled some of the considerations set forth in previous resolutions, referred to the technical difficulties advanced by the Administering Members on the question of accepting the Territories as "associate members" and stated that the principle of unity of representation had to be maintained. Member States administering Non-Self-Governing Territories the inhabitants of which had attained a large measure of responsibility for economic, social and educational policies were invited to attach to their delegations, without prejudice to the principle of unity of representation, indigenous representatives specially qualified to speak on those matters. The Committee was again requested to continue the study of means of securing a progressive increase in the participation in its work of duly qualified representatives of the peoples of the Non-Self-Governing Territories. At the same session, the General Assembly also adopted resolution 745 (VIII), by which it noted in particular that the work of the Committee had been materially assisted by the action of Members including certain non-administering Members, which associated with their delegations persons with special qualifications in the functional fields studied by the Committee. The resolution commended the action of those Members and expressed the hope that others which had not found it possible to do so, would find it appropriate to associate with their delegations persons specially qualified in the functional fields within the Committee's purview.

82. In order to bring up to date information, submitted to the Committee at previous sessions, relating to existing forms of association and provisions in constitutions of international bodies, the Secretary-General had prepared documentation setting out such changes as had occurred in connexion with associate membership and constitutional provisions of certain international bodies during the intervening period, as well as dealing with questions of representation on the Committee.

83. The Committee took up this item of its agenda at its 104th meeting. The representative of Guatemala analysed the provisions of General Assembly resolution 647 (VII) in comparison with those of resolution 744 (VIII), which his delegation had criticised at the time of adoption as signifying a backward step. He therefore welcomed the draft resolution proposed by the delegation of India (A/AC.35/L.182), which aimed at rectifying the position with regard to the association of indigenous representatives in the work of the Committee.

84. The representative of India recalled the views expressed by his delegation at previous discussions of this subject and gave examples of the various ways in which the associate membership of Non-Self-Governing Territories in such bodies as the Economic Commission for Asia and the Far East and several of the specialized agencies had taken place since 1952. Turning to the draft resolution submitted by his delegation, he elaborated on the provisions contained there-

in. In view of the importance of the subject and of the short time left at the present session of the Committee for adequate consideration, he suggested the postponement of any discussion until the next session of the Committee when the item should be placed early on the agenda.

85. The representative of Brazil supported the suggestion for postponing consideration of the draft resolution.

86. After an assurance given by the Chairman that postponement of discussion until the next session could be considered as complying with the General Assembly's request to continue study of this question, the Committee concurred.

87. The text of the draft resolution proposed by India (A/AC.35/L.182) is as follows:

"The General Assembly,

"Recalling the view expressed in its resolution 744 (VIII) of 27 November 1953 that the direct association of the Non-Self-Governing Territories in the work of the United Nations and of the specialized agencies has been considered as an effective means of promoting the progress of the populations of these Territories,

"Recalling further the hope expressed in its resolution 745 (VIII) of 27 November 1953 that those Members which have not hitherto found it possible to do so, will find it appropriate to associate with their delegations persons specially qualified in the functional fields within the Committee's purview,

"Considering that Member States administering Non-Self-Governing Territories, the inhabitants of which have attained a large measure of responsibility for economic, social and educational policies, were invited by the former resolution to attach to their delegations, without prejudice to the maintenance of the principle of unity of representation, indigenous representatives specially qualified to speak on these matters as they relate to these Territories.

"Considering that the participation of Non-Self-Governing Territories in the work of the Committee might be of greater assistance if provided in a form other than by association with the delegation of Administering Members,

"Invites the Committee on Information from Non-Self-Governing Territories to study the best means by which, in addition to the progressive increase in the Administering Members, the participation of Non-Self-Governing Territories in the work of the Committee could be ensured."

XIV. Future work of the Committee

88. In the course of its discussion of social conditions in Non-Self-Governing Territories during its 98th and 99th meetings, the Committee also discussed its future programme of work, including the date of its next session.

89. The representative of the United States of America noted that the 1952 Committee's special report on social conditions contained comparatively little information on housing and he suggested that this subject merited close attention in 1955. He expressed the hope that the *Eighth Report of the International Labour Organisation to the United Nations*, 1954, which contained conclusions of the ILO Committee

of Experts on Social Policy in Non-Metropolitan Territories at its meeting in Lisbon, in December 1953, would be made available to the Committee.

90. With regard to the future activities of his organization in relation to the Committee's programme, the representative of the ILO recalled that a suggestion had been made that the ILO should prepare papers, first, on the question of technical and vocational training in the Non-Self-Governing Territories, and, secondly, on aspects of methods of wage payment and the use of cost-of-living indices in adapting wages to workers' living costs. He assumed that his office would do its best to prepare these papers for the Committee. Regarding the problems of migrant labour and trade union development, the former topic was to be discussed by the ILO at its 1955 Conference, while the second topic had been put forward by the Committee of Experts for inclusion in the agenda of its next meeting. It was, however, unlikely that either of these studies would be sufficiently advanced for them to make a useful contribution in time for the next session except in a very general manner.

91. The representative of Guatemala considered that the studies currently being made by UNESCO on the integration of certain ethnic groups in modern society would be extremely valuable to the Committee. He suggested that the Committee reconsider in 1955 the question of technical assistance in the field of public health. In referring to the question of social security, he expressed the wish that more information on this matter should be available for discussion at the next session of the Committee. He also felt that the Committee might usefully consider the question of the extent to which the Administering Members had ratified ILO labour conventions in relation to the Territories under their administration. Finally, the representative of Guatemala wished to know of the part played by private initiative in the social field, particularly in housing.

92. The representative of the United Kingdom hoped that it would be possible to include in the programme of studies for 1955 (A/AC.35/L.171) under the heading "B". Social effects of urbanization and industrialization" the work of the voluntary organizations to which he had already referred. He also thought that the Committee should give special attention to the question of housing on which subject the Secretariat might perhaps draw up a separate document. He further observed that the subjects grouped under the heading "C. Community development (administrative organization)", were all very important and he hoped they would be fully treated.

93. The Secretary told the Committee that in accordance with the recommendation made by the Fifth Committee and adopted by the General Assembly, the Secretariat should limit the preparation of studies to those which were deemed essential. In the circumstances he felt he could not undertake the preparation of a major report on housing problems for the 1955 session as was suggested by the representative of the United Kingdom. However, the ILO would be asked to furnish the Committee with its report in workers' housing. He agreed with the representative of the United Kingdom that the work of voluntary organizations was an important matter but the relevant information was very often not given in the reports submitted to the Secretariat, as they dealt principally with

government services. He assured the representative of India that the Secretariat would endeavour to publish its documents in good time for the next session.

94. Members of the Committee then commented on the proposed change in date for its next session. It had been suggested by some delegations that the present date left members too little time to report to their Governments and to receive instructions from them before the opening of the General Assembly and that a date in April or May would be more convenient. The Secretary explained that as far as the Secretariat was concerned, work could be adjusted to meet the requirements of a spring session.

95. The representative of Australia said that his Government had no objection to the proposed change of date for the next session of the Committee.

96. Similarly, the representatives of Indonesia and of China saw no objection to the proposed change of date and welcomed the Secretariat's suggestion that a report should be prepared on major developments in public health in the Non-Self-Governing Territories.

97. The representative of France said that his delegation was not opposed to a change in the date of the next session, but that it maintained its reservations

with regard to the constitutionality of the Committee. He agreed with the representative of the United Kingdom that special attention should be given by the Committee in 1955 to items under "B" and "C" in the proposed programme of studies.

98. Following the consideration of part one of its report and the approval of the special report on economic conditions in the Non-Self-Governing Territories, the Committee unanimously adopted a draft resolution and an amendment thereto (A/AC.35/L.186 and Add.1), submitted by the representative of New Zealand, concerning the work of the Committee. According to the draft resolution the General Assembly would approve the report on economic conditions in the Non-Self-Governing Territories and would invite the Secretary-General to communicate it to the Members of the United Nations responsible for the administration of Non-Self-Governing Territories, to the Economic and Social Council, to the Trusteeship Council and to the specialized agencies concerned for their consideration. The draft resolution also takes note of this general report of the Committee and provides for the approval of the programme of work proposed for the 1955 session of the Committee. The text of the draft resolution, as adopted, is given in annex II.

ANNEX I

Agenda of the Committee

Item	Documents	Summary records A/AC.35/S.R.
1. Opening of the session	A/AC.35/Inf.9 and Inf. 10/ Rev.1	90
2. Election of the Chairman, Vice-Chairman and Rap- porteur		90
3. Adoption of the agenda	A/AC.35/6/Rev.1 and 2	90
4. Economic conditions in Non-Self-Governing Terri- tories	A/1836, A/AC.35/L.156 and Add.1 to 4, L.159, L.161	91, 92, 93, 94, 97, 98
(a) General developments considered in the light of the 1951 report on economic conditions and develop- ment in Non-Self-Governing Territories	A/AC.35/L.158 and Add.1, L.160, L.162, L.166 and Corr.1, L.169, L.172	93, 94, 95
(b) The rural economy, with particular reference to the conservation of natural resources, agricultural development, land distribution, agricultural co- operatives and credit institutions	A/AC.35/L.163	95, 96, 97
(c) Fisheries	A/AC.35/L.167	95, 96, 97
(d) Industrial and mining development	A/AC.35/L.174	97
(e) Cost-of-living studies	A/2219, A/AC.35/L.170	98, 99
5. Social conditions in Non-Self-Governing Territories:		
(a) Information on social conditions, considered in the light of the 1952 report on social conditions in Non- Self-Governing Territories	A/AC.35/L.171	
(b) Programme of studies for 1955	A/2465, A/AC.35/L.164, L.173, L.175	99, 100, 101
6. Educational conditions in Non-Self-Governing Ter- ritories:		
(a) Information on educational conditions, considered in the light of the 1950 and 1953 reports on edu- cation in Non-Self-Governing Territories	A/AC.35/L.175	
(b) Programme of future studies	A/2651, A/2652, A/2654 and Add.1, A/2655, A/2656, A/ 2657 and Add.1 to 4, A/2658, A/AC.35/L.176	103
7. General questions relating to summaries and analyses, additional to any treated under previous items		

Item	Documents	Summary records A/AC.35/S.R.
8. International collaboration in respect of economic, social and educational problems in Non-Self-Governing Territories, including information on technical assistance	A/AC.35/L.164, L.170, L.178	104
9. General Assembly resolutions 222 (III) 448 (V) and 747 (VIII) : Communications relating to the cessation of the transmission of information (a) Greenland (b) Other communications	A/AC.35/L.155 and Corr.1	101, 102, 103, 104
10. Representation on the Committee and participation of indigenous representatives	A/AC.35/L.165 and Add.1	103 104
11. General Assembly resolution 789 (VIII) : Control and limitation of documentation		104
12. Approval of the report to be submitted to the General Assembly	A/AC.35/L.184, L.185	105, 106

ANNEX II

Resolutions submitted for the consideration of the General Assembly

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

A. DRAFT RESOLUTION ON EDUCATIONAL ADVANCEMENT IN NON-SELF-GOVERNING TERRITORIES

The General Assembly,

Noting resolution 743 (VIII) by which the Administering Members were recommended to make the greatest possible use of offers that might be made to them by other Member States through the Secretary-General or through the specialized agencies concerned or in other appropriate ways, for the purpose of facilitating the educational advancement of the inhabitants of Non-Self-Governing Territories by such means as making available fellowships, scholarships and internships to qualified students from these Territories,

Noting the view expressed by the Committee on Information from Non-Self-Governing Territories in 1953 that the attainment of self-government by Non-Self-Governing Territories is, *inter alia*, hindered by inadequacies in their people's education,

Considering that facilities for study and training at all levels of education, with all the efforts made by the Administering Members in the direction of their improvement, are not yet adequate in most of the Non-Self-Governing Territories,

1. *Invites* Member States to extend generously their offers of facilities not only for study and training of university standard but, in the first place, for study on post-primary level as well as technical and vocational training of immediate practical value;

2. *Invites* Member States offering facilities, in cases where the languages of instruction differ from the languages of the Non-Self-Governing Territories to consider the possibility of extending the duration of the facilities offered by a preliminary period of language training and other adjustment to the country of study or training;

3. *Invites* Member States to transmit the details of such offers to the Administering Members and to the United Nations Technical Assistance Administration and the appropriate specialized agencies;

4. *Recommends* that the Administering Members make the greatest possible use of facilities in all levels of education and training, including the field of fundamental education, that may be made by Member States of the United Nations;

5. *Invites* the United Nations Technical Assistance Administration and the specialized agencies to incorporate such offers in the procedures evolved by them for the offer and award of educational facilities, in such a way as to comply with the wish of the offering State that offers made in response to this resolution should be taken up by inhabitants of Non-Self-Governing Territories;

6. *Invites* the Administering Members to give appropriate publicity in Territories under their administration to offers of study and training facilities and take such other measures as will ensure that the greatest possible advantage is taken of the offers;

7. *Requests* the Secretary-General, in consultation with the United Nations Technical Assistance Administration and the appropriate specialized agencies, to include in the United Nations information material, details of all such offers and of the procedures to be followed in submitting applications.

B. DRAFT RESOLUTION ON WORK OF THE COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING TERRITORIES

The General Assembly

1. *Takes note* of the report of the Committee on Information from Non-Self-Governing Territories on the work of its 1954 session;

2. *Approves* the special report on economic conditions in the Non-Self-Governing Territories as a supplement to the report approved in 1951;

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, to the Economic and Social Council, to the Trusteeship Council and to the specialized agencies concerned for their consideration;

4. *Expresses* its agreement with the suggestion that the Secretary-General should convene the sixth session

of the Committee on Information from Non-Self-Governing Territories for the spring of 1955;

5. *Invites* the Committee to submit a report to the tenth regular session of the General Assembly paying particular regard to social conditions in Non-Self-Governing Territories as indicated in particular in the

information transmitted to the Secretary-General in 1954;

6. *Decides* that notwithstanding the provisions of paragraph 4 (a) of General Assembly resolution 218 (III) the full summaries and analyses of the information transmitted during 1955 shall be submitted to the General Assembly in 1956.

Part Two

REPORT ON ECONOMIC CONDITIONS IN NON-SELF-GOVERNING TERRITORIES¹

I. Introduction

1. In 1951, the Committee on Information from Non-Self-Governing Territories prepared a special report on economic conditions and problems of economic development in Non-Self-Governing Territories.² The General Assembly, by its resolution 564 (VI) adopted on 18 January 1952, approved the report and invited the Secretary-General to communicate it for their consideration to the Members of the United Nations responsible for the administration of Non-Self-Governing Territories, to the Economic and Social Council, to the Trusteeship Council and to the specialized agencies concerned.

2. In 1954, in accordance with the programme of work laid down in General Assembly resolution 333 (IV), the Committee has again been called upon to pay particular attention to economic conditions and development. It has approached this task on the basis of the information transmitted by the Members responsible for the administration of Non-Self-Governing Territories and in the light of the views expressed in its report of 1951.

3. In considering the economic progress achieved since 1951, the Committee took into account resolution 645 (VII) by which the General Assembly, on 10 December 1952, expressed the hope that the Administering Members would furnish "as complete information as possible on any action taken to bring the reports of the Committee on Information from Non-Self-Governing Territories to the attention of the authorities responsible in the Territories for the implementation of educational, economic and social policy, and on any problems which may arise in giving effect to the general views expressed in these reports", and invited the Committee "to consider the information transmitted under Article 73 e of the Charter in the light of the views expressed in the special reports on educational, economic and social conditions".

¹ This report was drafted by a Sub-Committee of the Committee on Information from Non-Self-Governing Territories composed of the representatives of Brazil, France, Guatemala, India, Indonesia, the Netherlands, the United Kingdom of Great Britain and Northern Ireland and the United States of America. In the work of this Sub-Committee participated the Rapporteur, Mr. J. V. Scott of New Zealand, and representatives of the Food and Agriculture Organization of the United Nations and the International Labour Organisation. The members of the delegations who served on the Sub-Committee were: Brazil, Mr. Sergio Armando Fraza, Chairman, and Mr. Wander Batalha Lima; France, Mr. François Mourruau, Mr. Edouard Colin and Mr. Jean Prada; Guatemala, Mr. Emilio Arenales; India, Mr. Avtar Singh; Indonesia, Miss Laili Roesad; Netherlands, Mr. Ch. J. Grader; United Kingdom, Mr. B. O. B. Gidden and Mr. J. Leyden; United States, Mr. Emerson Ross and Mr. Claude G. Ross.

² See *Official Records of the General Assembly, Sixth Session, Supplement No. 14*, part three.

4. A considerable volume of information relating to economic conditions in the Non-Self-Governing Territories was laid before the Committee. For the most part, this information conforms with the details which the revised Standard Form requests of the Administering Members. Nevertheless, some representatives on the Committee consider that the information requested of the Members and transmitted by them does not provide a picture of the economy of the Non-Self-Governing Territories sufficient to enable it to make a dynamic analysis of their economic development. The lacunae, in so far as they relate to the transmission of information, may be filled in various ways, as by additions to the revised Standard Form or by an indication of the information desired of the Administering Members. The lacunae also result, however, from absence of the means of obtaining the information. Planning and programming for economic development require adequate and up-to-date statistics concerning the various sectors of the economy. It seems desirable, therefore, that special attention should be given to the improvement of the statistical services in the Territories. Consideration should also be given to the utilization of more sample surveys based upon scientific sampling methods, as a means of periodically obtaining statistics on special ques-

5. The Committee wishes to record its appreciation of the assistance it received from the representatives of the Administering Members attending the Committee (Australia, Denmark, France, the Netherlands, New Zealand, the United Kingdom and the United States of America) and from the specialists and technicians in economic development attached to some of the delegations (those of Brazil, Denmark, France, the Netherlands, the United Kingdom and the United States of America) in evaluating the information at its disposal.

II. Principles of policy

6. The 1951 report cites paragraphs of Articles 1, 55 and 73 of the Charter of the United Nations as determining the Committee's approach to its examination of information on economic conditions in Non-Self-Governing Territories. This year, the Committee wishes once again to refer to these Articles, and to emphasize that, as international undertakings, they should continue to stimulate the promotion of development programmes in the Non-Self-Governing Territories and to offer a gauge by which the efficacy of these programmes may be measured. It has therefore noted with appreciation statements by representatives of Administering Members that the principles of the 1951 report and the views expressed therein have served as a guide

in the planning and implementation of economic programmes in the Non-Self-Governing Territories.

7. The Committee also considers it useful to reiterate its statement of 1951 that, in the economic development of the Non-Self-Governing Territories, the point of primary importance is that of the interests of the inhabitants. This was stated in the 1951 report (para. 14) with reference to the development programmes of the Administering Members:

"In these development programmes, as well as by virtue of the principles of Articles 1 and 73 of the Charter, the point of primary importance is that of the interests of the inhabitants. Every effort should be made, within the framework of the Charter, to reconcile these interests with the interests of the world as a whole. The emphasis, however, placed by the Special Committee is dictated by the terms of Article 73 of the Charter, in which Members recognize that the interests of the inhabitants are paramount. This means that, in general, investments should be channelled and improvements made through those activities which will bring benefits to the Territories and their peoples and not merely contribute towards those developments which, though useful or necessary to the rest of the world, are only of secondary interest to the Territories."

8. The Committee recognizes that consideration and respect for the wishes and interests of the inhabitants in regard to the objectives and forms of economic development are of first importance. Without this, development is likely to lead to social disillusionment and to prove an economic failure. As was recognized by several representatives, including representatives of the Administering Members, it is not sufficient to raise the output of a country by increased production. There must be increased productivity among the peoples; this may require changes in the social structure which can be achieved only with their consent and co-operation.

9. A sound economic policy must be part of a general pattern, of which social and educational policies are other essential parts. As a result the people, living in healthy surroundings, protected against disease, adequately fed and housed, with their moral and intellectual needs provided for, can adapt to their own purposes modern techniques of production. This will lead to the best use of the natural resources of their lands for the purpose of advancement in all fields of personal and community life.

10. Thus, economic policy being a part of general policy, sustained economic progress can best be achieved through the attainment by the peoples of the Territories of a full share in the formulation of economic policies, and in the planning and implementation of programmes of economic development. The assumption by the peoples of direct responsibility for the formulation and execution of development programmes will correspondingly make a fundamental contribution to their capacity for self-government.

11. The Committee of Experts, which in 1953 sought an international definition and measurement of standards and levels of living, expressed the opinion that in practically all countries sections of the population live under conditions which are generally considered unsatisfactory and which ought to be improved. The Committee continued "Human needs and wants, however, range from common biological needs—as for food,

water and protection against cold—to culturally-defined motivations and wants which may differ from society to society or from individual to individual. Into the picture enters the whole field of desires and values for which man may be striving: desires for particular types of food, drink, housing and clothing appealing to the taste; for access to educational, cultural and recreational facilities; for opportunity to do the kind of work that is satisfying to the individual; for satisfactory working conditions; for security safeguards covering the risks of illness, unemployment and old age, etc."³

12. All these needs and wants must be taken into account in any realistic economic policy. In the Non-Self-Governing Territories a further feature of importance having regard to the relations of the Territories with the metropolitan countries, to the situation in the Territories themselves and to their relations with the world economy is the need to attain a dynamic equilibrium which, in seeking to improve the benefits accruing to all the economies concerned, will better the economic conditions of all the inhabitants.

13. The report of 1951 stressed accordingly (a) the fundamental interests of the peoples of the Non-Self-Governing Territories through the satisfaction of their needs and wants; (b) the reasonable interests of the metropolitan economies; and (c) the far-reaching interests of the world economy as a whole. This involves the translation into terms of economic policy of Article 73 c of the Charter by which the Members concerned undertake "to further international peace and security" in their administration of the Non-Self-Governing Territories.

14. In considering the complex problems faced in seeking these ends, the Committee has been mainly concerned with government policy, with the passage of legislation, with administration through government agencies and with government investments. This does not mean that it ignores the importance of the role to be played by the initiative of the local or family group or by private enterprise. Circumstances differ greatly in different Territories according to their degree of evolution and according to the extent and value of their natural resources. Generally, however, one of the main purposes of public action is to stimulate the initiative of individuals and to create an atmosphere favourable to the extension of the efforts of men and women who, by their own individual and collective activity, will contribute to the public good, while the effectiveness of government activities is reflected by the impact of these activities upon the over-all rate of development and by the enthusiasm of the individual and collective effort that is encouraged.

15. Without minimizing the importance of government plans and of particular public projects in the Non-Self-Governing Territories, and indeed recognizing that the impetus to economic development must in many cases, if not in most, be provided through the governments, the Committee considers that it would be useful if more information on development in the private sector of the economies could be included in future information transmitted by the Administering Members. Primarily this would involve fuller information on activities of private production, trade, finance, including

³ See Report on International Definition and Measurements of Standards and Levels of Living, United Nations Publication, Sales No.: 1954.IV.5, paras. 8-9.

the flow of external private investment, the development and use of local capital, the level of local trade and production and indications of the expansion of the exchange or money economy. In examining information of this type and in assessing the value of economic development through private enterprise, primary consideration should be given, as in the case of development through public enterprise, to the contribution which is thereby provided in favour of the interests of the inhabitants.

16. In this connexion, the Committee believes that it should follow a precedent established in 1953. The General Assembly, in then approving the report prepared by this Committee on educational conditions in Non-Self-Governing Territories,⁴ briefly outlined the objectives of education in the Territories and affirmed that the process of education should be designed to familiarize the inhabitants with and train them in the use of the tools of economic, social and political progress with a view to the attainment of full self-government (resolution 743 (VIII)). The Committee in this report on economic conditions considers that it would be of value similarly to emphasize the objectives of economic policy in these Territories. These objectives, in essentials, concern the same principles as those enumerated in respect of education. Their formulation may serve as an even stronger affirmation than that made in 1951 of the primacy of the interests of the inhabitants of the Non-Self-Governing Territories in the economic development of the resources of the Territories.

17. Bearing in mind the principles of Chapter XI of the Charter and, in particular, the declarations contained in Article 73 a and Article 73 b to the effect that the Administering Members will take steps "to ensure, with due respect for the culture of the peoples concerned, their political, economic, social, and educational advancement, their just treatment, and their protection against abuses;" and "to develop self-government, to take due account of the political aspirations of the peoples, and to assist them in the progressive development of their free political institutions, according to the particular circumstances of each territory and its peoples and their varying stages of advancement", the Committee affirms that the fundamental aim of economic policy in the Non-Self-Governing Territories must be to develop these Territories in the interest of all sectors of the population, to raise the standard of living by increasing individual real purchasing power, and to increase the total wealth of each Territory in order to make possible a higher standard of social services and administration. There emerge from this fundamental aim the following concrete objectives:

- (a) To remove the obstacles to economic development by modifying where necessary the basic structure of the economy;
- (b) To stimulate economic growth through which the standards of living of the peoples will be raised and an increase obtained in their national output and improvement in their productivity;
- (c) To establish and improve the capital equipment of the Territories so as to provide a firm basis for future development;
- (d) To promote those types of economic activity,

⁴ See *Official Records of the General Assembly, Eighth Session, Supplement No. 15*, part two.

whether primary or industrial production, in which the Territories are best fitted to engage, having regard to the balance of their economies and the advantages of external trade;

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

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

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

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

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

III. General development

18. Although generalizations about the Non-Self-Governing Territories are subject to many exceptions, it may be said that since this Committee last paid special attention to economic conditions in 1951, the main features of the territorial economies have been a continued evolution towards a monetary economy in many areas where a subsistence or barter economy was predominant, a continued preponderance of agriculture and an undue dependence on one main export crop or mineral, the prices of which have experienced wide fluctuations in the world market. External trade of the Territories still to a large extent is directed towards the metropolitan country and the development needs of the Territories often require higher payments for imports than can be met by exports. As regards the first point, however, the Committee was informed that in the large increase of external trade to and from African Territories under United Kingdom administration, only 36 per cent of exports went to the United Kingdom and only 34 per cent of imports were received from the United Kingdom. As for the second point, the Committee was informed that French West Africa imported 36 per cent in terms of value more than it exported in 1951, but in 1953 only 12 per cent more than it exported.

19. International trade in general has reached a new high level. This has profited the Non-Self-Governing Territories, although in a number of instances exports have expanded without a corresponding increase of production and sale for local consumption. At the same time the prices of a number of primary products have declined with the result that many essential imports remain relatively high in price in relation to the territorial resources. Yet, on the whole, the changes in world economic conditions may be expected to react favourably on the economic development of the Non-Self-Governing Territories, particularly if markets and sources of supply are broadened through a development of freer trade and greater convertibility of currencies.

20. A few figures suggest the increased extent to which the Non-Self-Governing Territories are in a more favourable position to profit by new opportunities owing to the extent of this initial progress.

21. Production of electric power in thirteen Non-Self-Governing Territories⁵ increased from 1,000 million kwh. in 1938 to 1,850 million kwh. in 1947⁶ and to over 4,000 million kwh. in 1953.⁷

22. The increase in the local production of cement provides a further example of basic improvements. The imports of cement into United Kingdom Territories rose from 1,386,000 tons in 1950 to 1,800,000 tons in 1953. But there was also a marked stimulation of local production, as in Jamaica, where a factory, opened in 1952, has a planned minimum output of 100,000 tons; and as is expected of a factory to open in Trinidad this year. Uganda, Kenya, Northern Rhodesia and Malaya are other Territories where cement production is becoming of comparable importance. In Kenya, for example, a new cement works with a capacity of 100,000 tons of cement a year went into production in January 1952. In the Belgian Congo, the local industry is expanding and it may be expected that it will shortly reach an output of 440,000 tons a year. In Morocco, production rose from 350,000 to 420,000 tons between 1950 and 1952. In Tunisia, the increase in these three years was from 169,000 to 208,000 tons.

23. A number of figures were also made available indicating how in many Territories the supplies received by consumers have increased. Some degree of retrogression is suggested in the import figures for 1953. Nevertheless, it is significant, to take a single example, that in 1938 the United Kingdom exported to British East and West Africa, the West Indies and Malaya—or more significantly these Territories were in a position to purchase from the United Kingdom—63,000 bicycles in 1938; 383,000 in 1948; 554,000 in 1950 and 586,000 bicycles in 1953.

24. These are indications of progress achieved in the Non-Self-Governing Territories. But there are still many factors which are unfavourable or disturbing. It has been calculated that with hardly any exception the Non-Self-Governing Territories are among the sixty-nine countries that may be classified as under-developed in contrast with the thirteen developed countries of the world and the nineteen countries in an intermediary stage of development. Labour shortages and inadequacies, a low volume of capital, inadequate transportation system, a small domestic market, limited availability of capital goods and limited bargaining power are characteristic of most Territories. Agencies established for the valuable purpose of stabilizing the prices received by primary producers and giving them increased bargaining powers have accumulated large reserves part of which could be used for new economic enterprises and the improvement of levels of living.

25. Although economic development is desirable in itself, it can only be considered as truly satisfactory to the extent that it improves the standard of living and well-being of the indigenous populations. The Administering Members have provided the Committee with information of an encouraging character on this point. However, some of the representatives of the non-administering Members on the Committee consider that

it is not clear to what extent the local peoples have directly benefited from the development plans.

26. Moreover, rapid economic development, unless it is very carefully controlled, may lead to social upheavals and class conflicts. In some of the Non-Self-Governing Territories where various economic classes tend to follow racial lines, these conflicts are aggravated when members of different racial communities tend to monopolize particular economic functions. This means that a disproportionate amount of the benefits resulting from economic development accrues to the immigrant communities wherever they substantially make up the land-owning, managerial or merchant class. A multi-racial society, commendable as it may be, cannot achieve its ideals unless its economic basis is such that no particular group has reserved to itself a privileged position. Some representatives on the Committee thought that this was particularly true where the privileged group is of the same origin as that which exercises authority in matters of governmental control.

27. The Committee observes that immigration has brought capital and skills to many Non-Self-Governing Territories. The presence of immigrants trained in modern techniques and dedicated to the advancement of the Territories as their future home may be of the highest value in solving economic problems. In subscribing to the principles of Chapter XI of the Charter, the Administering Members have declared that the interests of the inhabitants are paramount, meaning thereby, as was indicated in paragraph 8 of the Committee's 1952 report on social conditions,⁸ the interests of "all peoples resident in a Territory who consider their future and the future of their children to be bound up with the welfare and progress of the Territory and all its inhabitants".

28. Some representatives also felt that there is room for doubt whether development programmes in all cases profited all the inhabitants rather than some of them, or even interests outside the Territories, whether in the metropolitan countries or elsewhere. As far as private investment is concerned, it was pointed out that, in general, investment in Non-Self-Governing Territories has proved less profitable than that in countries which are already developed industrially, and that this is today one of the main deterrents to capital investment in under-developed countries in general. Moreover, it is precisely in Non-Self-Governing Territories where investment has proved most profitable to the metropolitan investor that the standard of living of all the inhabitants has risen most. Nevertheless, it is felt that a fully satisfactory answer to these doubts can be provided only if it is possible to ascertain (a) the *per capita* income and the distribution of the national income among the different sections of the population; (b) the proportionate increase in the standard of living of different sections of the population; (c) the general level of savings and their distribution among the different sections of the population.

29. Yet, all these queries do not invalidate, indeed they confirm, a general appreciation that the economic progress of the Non-Self-Governing Territories is accepted as a pressing responsibility incumbent on the Administering Members by virtue both of international and of national declarations of policy.

⁵ Gold Coast, Nigeria, Uganda, Kenya, Belgian Congo, French Morocco, Tunisia, French Equatorial Africa, Federation of Malaya, Singapore, Hong Kong, Jamaica, Trinidad and Tobago.

⁶ In some cases the 1948 figures have been used.

⁷ In some cases the 1951 or 1952 figures have been used.

IV. Development plans

30. As was noted in the 1951 report, the Administering Members in most cases do not expect the Territories under their charge to be able to provide for their own development solely out of their own revenues or with the assistance of private investment that can be attracted from abroad. By various means, these Members have made available considerable sums of money to the Non-Self-Governing Territories in order to supplement local resources and to stimulate economic development.

31. Since 1951, the policy of planned governmental investment has been continued. Difficulties have arisen owing to shortages and to rises in the cost of materials, labour, technical and supervisory staff and to fluctuations in the funds available for development. Taking a long-range view, however, these disturbing factors in the implementation of development plans should not be considered a justification for a decrease in the pace of this implementation, since they are in themselves the characteristics of a degree of under-development that must be corrected. Indeed, it may be noted that on the whole the development process has been extended over wider fields and at a quickening rate in most Territories.

32. The financial contributions of the metropolitan countries to the development plans are clearly beneficial when directed towards the basic sectors of the economy. However, the degree and the character of the benefits can only be ascertained by a dynamic analysis of the processes of investment and development. Many of the figures before the Committee show an increase in the flow of investments and a rise in the level of production at a given time and in specified sectors. They do not permit any clear conclusions as to whether the total interests of the local economies are being adequately met or whether situations of artificial competition are being created. Furthermore, at the beginning of the period under review the situation of certain commodities on the world market stimulated many investments in sectors of primary production. The resulting high returns may have been advantageous to the Territories through the increased attraction of new capital. But this factor in itself makes it all the more important that the grants or the low-interest loans provided by the Administering Members through their development plans should be directed towards a broadening of the basis of the whole economy.

33. This appears to have been the general policy. In any event, the sums allocated have been substantial. In the Territories under the administration of the United Kingdom the total value of development plans, including money from United Kingdom funds, local resources and loans, is equivalent to more than 1,300 million dollars. In 1953, almost twice as much was spent on development as in 1950. Development of the French overseas territories is financed to the extent of 70 per cent by French public funds, representing an annual appropriation equivalent to 400 million dollars. Other Administering Members report substantially increased grants from metropolitan sources to development programmes in the territories administered by them.

34. Various revisions have been carried out in most plans with a view to the elimination of schemes which have proved unprofitable, the establishment of priorities which experience has suggested as required by local developments or world economic changes.

35. Among the particular development problems brought into prominence by these revisions are the following: (a) the relative emphasis which should be given to economic as compared with social development; (b) the relative emphasis which should be given to economic diversification as compared with production for export; (c) the relative emphasis which should be given to the orientation of trade towards world, regional and local markets as contrasted with the expansion of the traditional trade with the metropolitan country; (d) the relative emphasis which should be placed on immediate production, as contrasted to basic facilities for long-term development.

36. Broadly speaking, in comparison with arrangements made under the original plans, there is now a tendency to allocate a greater proportion of the resources to schemes of economic development likely to be productive of increased revenue, in preference to schemes aiming at social improvement only. Within the general range of economic development, there is also an increased tendency to favour projects which will give an economic return on investments at a comparatively early date.

37. The burden of poverty lies heavy on many of the peoples of the Non-Self-Governing Territories. It is therefore important to plan primarily with a view to alleviating poverty by improving productivity. The increased emphasis on economic development is largely justified on these grounds. It confirms the views the Committee already expressed in 1951 that it may often be desirable to concentrate development programmes in areas where quick substantial results may be anticipated, and that the capital provided by the metropolitan Governments should largely be directed towards the provision of projects designed to strengthen the basis of the economy of the Territories or towards the undertaking of pilot schemes to test the feasibility of any forms of development.

38. Nevertheless, as is inherent in the whole policy of development and as has been indicated in detail in the separate development plans, many urgent social reforms are essential parts of the economic programmes, since populations deficient in health, education and welfare may be unable to increase their productivity unless a vigorous policy is pursued for the expansion of social and educational services and the improvement of social and educational standards. As has already been said in this report, a sound economic policy must be part of a general pattern of development. The attention which the Committee is directing this year to problems of economic development in the Non-Self-Governing Territories should not be regarded as over-emphasizing one form of development at the expense of another.

39. In certain cases the implementation of development plans has to a large extent become part of the normal expansion of the economic and social services of the government and the funds provided for these plans have been incorporated in the territorial budgets covering general expenditure. This is justified in cases where the original purpose of the plans has been achieved inasmuch as a marked impetus has been given to the economic and social progress of the Territories. In more typical cases, however, the Committee would rather commend the general value of following the principle of adopting a specific plan for development. In many instances the continued formulation of long-term policy by this means is likely to prove of practical

utility by encouraging the Territories to aim at and to secure the attainment of the objectives defined in the plan.

40. A brief indication has been given of amounts invested in development plans. While in a few Territories the local resources are increasing at a rate that permits substantial investments in new basic equipment, in many of the Territories increasing costs and falling or fluctuating export prices are making it difficult to complete some of the existing development programmes or to provide for their reasonable expansion. Even though, therefore, the sums provided for development are being increased annually, still more assistance may be required from the Administering Members, while at the same time efforts will need to be made to increase the rate of investments. More might be done in this field by encouraging a higher rate of investment in local enterprise by public corporations operating in the Territories and by territorial savings banks and produce boards; by seeking larger amounts of private investment funds from external sources; by further examination of the possibility of obtaining funds from public lending institutions including the International Bank for Reconstruction and Development; by encouraging the local reinvestment of a high proportion of the profits derived from capital invested by private enterprises; and by exploring the possibilities of effectively using surplus agricultural commodities as a source of capital for development. Fiscal arrangements have been made in certain cases to encourage private capital. The French Government pointed out, for example, that Parliament had recently enacted a law authorizing local territorial assemblies to conclude long-term contracts with companies making essential investments in the Territories, guaranteeing no increase in taxation on the activities of these companies for a period up to fifteen years. Without expressing any opinion on this particular measure, it is an indication of the type of device that may be helpful in encouraging investments in the Territories. The development of such efforts will strengthen the internal economy of the Non-Self-Governing Territories and may result in a chain reaction of production and investment leading towards general economic advancement.

41. There are other reasons which make important the policy of encouraging local investment. The recognition of local aspirations and local responsibilities will be enhanced, and any feeling that may exist of dependence on undue external financial or general economic control should be diminished.

42. This leads to the concluding point on which the Committee insists in this section of its report. It is a point already made in 1951, already repeated in the present report, but one of such vital importance that insistence can never be excessive. It is the necessity, recognized by the Administering Members, of obtaining the widest possible collaboration of the inhabitants at all levels of the population.

43. In its 1951 report (para. 33) the Committee declared that "the association of the peoples of Non-Self-Governing Territories in the planning of economic programmes, in the general supervision of their execution and in the management of separate undertakings is of outstanding importance. Without this association at all stages, many economic development programmes may fail to achieve their objectives. In other cases, these programmes will tend to perpetuate the dependence

of the Territory on external direction". Information on instances of participation of the indigenous inhabitants was provided to the Committee this year. In most Territories where there are territorial assemblies or councils of representatives of the indigenous population, these organs participate in the examination of proposed plans and often in the approval of these plans and in the voting of the local appropriations required by them. Below this level, there is often a development authority or development board or council responsible for recommendation or executive action in the carrying out of the development programme. In Territories under United Kingdom and French administration, the organs of local government, composed of indigenous representatives, often play a major part, with the technical and advisory assistance of central government departments, in supervising the execution of local programmes. Indigenous participation is also effected through statutory boards and organizations established in many Territories for the management of particular projects, the development of particular crops or for general developmental purposes.

44. Information provided by the Administering Members indicates that, apart from the immense social and educational advantages of popular participation in economic planning, such participation leads to a greater sense of realism in the drafting of the plans and greater flexibility in their execution. This may at first sight seem to be a point of limited and solely utilitarian interest but, on consideration, it may rather be thought that it is part of a fundamental philosophy affecting the whole range of development in Non-Self-Governing Territories and the relations between administration and peoples.

V. Rural economy

45. Almost all of the Non-Self-Governing Territories are predominantly agricultural. Though economic policy should aim at broadening the basis of the territorial economy so as to permit a wider measure of development in all fields, economic and social progress will in most cases continue to depend essentially on the direction and speed with which improvements are made in the rural economy, including the economic security and well-being of rural families.

46. In tracing the progress of rural development and the factors associated with it, the Committee gave special attention to various economic incentives, public services and institutional measures that have particular applicability to agricultural as distinguished from industrial development. The fact that the course of agricultural development rests, for the most part, upon the decisions and actions of large numbers of independent producing units has an important bearing upon the role that Governments must play in the rural development process. Likewise, account must be taken of the geographic dispersion of these rural producing units, the wide variations in the quantity and quality of productive resources at their disposal, and their deficiencies in knowledge of the elements of good resource management and agricultural husbandry. Finally, the Committee has endeavoured to take full cognizance of the dual character of agricultural enterprises, particularly the fact that many rural families consume a high proportion of the products they produce, and look upon agriculture more as a way of life than as a foundation for economic and social advancement.

47. Appropriately, therefore, the Committee gave considerable attention to the character and extent of farmer participation in the planning and execution of rural development programmes. Similar considerations led to an examination of the adequacy of governmental services for agriculture and the types of rural institutions and organizations that should be promoted and strengthened. These aspects of rural development must, of necessity, be considered against the background of commodity prices, consumer demand and economic prospects.

48. In recent years, agricultural exports have expanded and the movement of prices for primary commodities has on the whole improved the commercial position of the exporting Territories and provided favourable possibilities of improved returns to the producers. This situation, however satisfactory in immediate terms, raises problems of the correct direction of agricultural production, notably the relative emphasis on production for local consumption on the one hand, and on production for export on the other. Attention should be paid, to a greater extent than may have been possible in the past, to the selective expansion of agricultural production, taking account of differences in agricultural resources and of internal and export marketing possibilities.

49. The demand for primary products by export markets has been strong enough to provoke the danger that too many resources will be devoted to its satisfaction so that supplies for local consumption may be jeopardized. In some cases, a deeper realization that production for local consumption and production for export are closely linked seems called for; adequate food production is essential to enable a part of the economy to specialize in production for export, while local demand depends greatly on the purchasing power generated by export sales. This situation, typical of a number of agricultural countries, needs particular consideration in Non-Self-Governing Territories which are affected by the influence of traditional relations as regards the nature and direction of their trade.

50. Information furnished by Administering Members indicated their realization that a positive and constructive policy concerned concurrently with agricultural production and agricultural trade has to be applied. The objective described is to provide for the local production of sufficient food crops to permit adequate nutrition, so that other agricultural land can be used for export purposes through the cultivation of the crops most suited to local conditions and world markets. Particular attention was drawn to the emphasis placed in many Non-Self-Governing Territories on expansion of rice production and to the success of governmental efforts once local populations accepted the value of rice as a food crop. This example is in particular to be commended, since rice contributes to meeting the nutritional needs of the local populations, while its cultivation can be organized in so many ways suited to local conditions.

51. Nevertheless, examination of the main factors influencing production indicates that in general the balance of immediate interest tends to favour export production, notwithstanding increases in the domestic demand for crops used essentially for local consumption or for a proportion of crops cultivated primarily for export. The market for many agricultural exports has generally been very buoyant since the war, whereas

many local food prices have not been accorded any special protection and even in certain cases have been subjected to price ceilings. Marketing and transport facilities are far more developed for export crops than for produce for local consumption. General trading conditions have intensified the general trend. In the post-war period, the metropolitan countries were renewing and increasing their imports of crops from the Non-Self-Governing Territories. More recently, export crops have been of particular value as dollar earners and dollar savers. Capital has always been most readily available for investment in the export industries. Research and extension services have tended to concentrate on export crops. These are matters of business reality, applicable to conditions in many parts of the world. To refer to them in considering economic policy in Non-Self-Governing Territories is necessary because a broader view of policy is demanded for these Territories than solely commercial and business considerations are likely to provide; government development policies should accordingly furnish any necessary corrective to an excessive reliance on export crops.

52. In considering the implications of recent trends in agricultural production, and especially the growing imbalance in production for export as compared with production for local needs, the Committee stressed the importance of encouraging greater agricultural diversification in areas where natural conditions are favourable and particularly stressed the need for selectivity in future production plans. One of the key elements in achieving a more selective expansion of production is the introduction of greater flexibility into the farming system. To do so, producers must have reliable sources of economic and technical information, including information on the markets and prospects for the various commodities. Another requirement of a flexible farming system is the availability of sufficient production capital to enable producers to acquire the necessary production requisites for operating a more diversified cropping and livestock pattern. A related aspect of this problem is the nature of the debt burden that producers must bear. Large debts, coupled with rigid repayment schedules and high interest rates, tend to freeze the pattern of production. Producers, faced with such burdens, are generally reluctant or unable to modify their cropping plans because the penalties for failure are too great. Frequently, loan conditions imposed upon them specifically prohibit changes in the cropping system.

53. The role that agricultural credit co-operatives can play in helping to achieve a selective expansion of production is discussed in a subsequent chapter of this report. However, the Committee wishes to call particular attention to the value of programmes of supervised agricultural credit in helping to promote flexible and well-managed farming systems. Through programmes of supervised agricultural credit, it is possible to link effectively the uses of production credit with farm and home planning and with accepted land management practices. Credits are, in effect, made available for specific improvements or production adjustments based upon predetermined plans. Under such a system, agricultural credit becomes the incentive and one of the important tools in promoting agricultural adjustments and rural development.

54. The question of agricultural policy in the Non-Self-Governing Territories in relation to the need for more food crops suggests another consideration. While

it is highly desirable that wherever possible the Territories should produce sufficient and more varied food crops for their own consumption, the situation, at present and in the foreseeable future in a number of Territories even with favourable agricultural conditions, is that local production is and may remain insufficient for this purpose and it is unlikely that the peoples will be able to afford to import the necessary adjuncts to local diets.

55. At the same time, agricultural surpluses, particularly wheat, rice, sugar, vegetable oils, dairy products, and some dried fruits, are arising in some countries of advanced agricultural production. The problem of surpluses is being studied by a number of Governments and by the Food and Agriculture Organization of the United Nations. While its examination is not a function of the Committee on Information from Non-Self-Governing Territories, the Committee suggests in the interests of the Territories that the recent accumulation of stocks of these agricultural commodities should not lead to any relaxation of efforts in the Territories towards the achievement of an expanding agricultural economy. Such expansion should take place both in the production of export commodities and in the commodities consumed locally. But as has been suggested previously, this expansion in the future should be more selective with respect to the relative emphasis placed upon various commodities in accordance with changing local demands and outside markets.

56. Another feature of the surplus commodity situation is worthy of special attention. Most of the stocks of surplus commodities are still under government control. These governments, as well as the traditional importing countries, wish to achieve an orderly disposal of excess stocks so as to avoid undue pressure on commodity prices and other serious economic repercussions. Of the various measures being considered by several governments, one is of particular applicability to most Non-Self-Governing Territories, namely the planned sales on concessional terms or grants of surplus commodities for the specific purpose of aiding in economic development. Such grants or concessional sales would, of course, need to carry guarantees from the receiving Territories that such commodities will be so utilized that no harmful interference with normal production and trade will result.

57. The Committee believes that with further study, the Administering Members can formulate numerous specific proposals for the effective utilization of such grants-in-aid for economic and social development purposes in the Territories. School feeding programmes, workers' canteens on public works projects, supplementary feeding in hospitals, relief and nutrition programmes, are obvious uses that might be made of such surpluses as are made available. But it is urged that consideration of this matter be extended into the less obvious schemes of utilizing surpluses for economic development, such as measures for controlling inflationary tendencies in areas where local incomes are increasing rapidly because of the sudden injection of development capital, or in meeting the consumption needs of rural families who are involved in resettlement projects; or as incentives for the adoption of better land management practices. Properly planned and organized, it should be possible to utilize agricultural surpluses in these Territories without prejudicing the expansion of local food production. Such arrangements, further-

more, should help to reduce the direct and indirect costs of economic expansion in the Non-Self-Governing Territories.

58. Agricultural policy in general depends upon a programme for the protection and improvement of the soil, the control and regularization of water supplies, the development and diversification of agricultural production and animal husbandry, the improvement of agricultural techniques and assistance to, and protection of, the agricultural producer, economically and socially.

59. The Committee considers that the conservation of the natural resources of the Territories is among the essential objectives of agricultural policy in the Non-Self-Governing Territories. Soil exhaustion and erosion are major problems in most Non-Self-Governing Territories, and the dangers are being increasingly recognized. In recent years, the practice of soil conservation has been extended. In some Territories it has become one of the main activities of the Departments of Agriculture; in others, special bodies have been established to undertake research and to devise means of control; in others this work has not advanced beyond the initial stages, and comprehensive programmes for the conservation of the soil remain impeded by insufficiency of funds, inadequacy of staff, and the absence of any sense of urgency. Once again, it should be stated that the situation is not confined to Non-Self-Governing Territories. But the responsibility which rests on the Administering Members suggests that the technical assistance they can offer the Territories for which they are responsible includes active measures to meet the needs of soil conservation and to provide for water and irrigation policies. Examples were given to the Committee, showing cases where effective steps had been taken to prevent the degradation and erosion of the soil and to introduce improved farming practices involving joint efforts on a large scale on the part of all concerned. These favourable examples show that soil conservation is recognized to be bound up with the whole question of improved husbandry and the proper use of land, so that, for success, the requirement is recognized of comprehensive planning for the management of whole agricultural areas, possibly involving sweeping social and economic changes.

60. Legislation authorizing the planning and enforcement of conservation measures has been enacted in a number of Territories. While such legislation may be essential as a basis for government action, reliance principally on legislation and its enforcement by sanctions proves ineffective. Broad based soil conservation programmes succeed only when the co-operative effort of neighbours and of communities is encouraged. Such encouragement requires the guidance of expert knowledge to prepare the groundwork by survey and investigation, to determine programmes for each region, and to furnish or help furnish field assistance and agricultural education. In addition, in some Non-Self-Governing Territories the study of the economic, social and political structure of the community which is to take part in any soil conservation scheme has become a prominent feature of government planning. The Committee warmly commends all efforts that are made, as a result of such a comprehensive approach, to use fully the local organizations of self-government and of community effort in seeking better land management and farming practices.

61. Similar considerations are valid in respect of the improvement of livestock, the maintenance and development of forests and the control and development of water supplies.

62. It is indeed a commonplace that the agricultural development of the Non-Self-Governing Territories depends to a large extent both on an increase and on a diversification in agricultural production. Thus while avoiding the disadvantages and dangers of a one-crop economy, the improvement of levels of living may be reached. This increase and diversification require common efforts by the population without discrimination. In 1951, the Committee emphasized that wherever possible the growing of crops of high export value by the indigenous peoples should be encouraged so as to associate the peoples more fully in the processes of agricultural development and in the general economic expansion that such crops might bring to the Territories. Some information was provided to the Committee on the increased extent to which indigenous peoples were undertaking the cultivation of coffee and other export crops which previously had largely been in the hands of immigrant cultivators. This process is to be commended and it is hoped that all assistance will be given to indigenous producers entering upon the production of export crops, by agricultural training and advice, the selection of seeds, the control of disease, arrangements for markets, etc. Similarly, where the policy is to extend and diversify the production of food crops for local consumption, particular attention should be paid to expanding and improving the cultivation practised by the local populations or to associating them in the introduction of new food crops.

63. The Committee, in its deliberations, necessarily returned repeatedly to questions connected with land ownership, control and utilization.

64. In 1951 it recognized that land not only has an economic aspect, but in the large majority of Non-Self-Governing Territories is the basis of the structure of society; and that land legislation and policy, if they are to be just and equitable, even practicable, must take into account and make due provision for all the social and political aspects of land problems. The Committee also declared in 1951 that the question of land alienation could not be considered solely economic, but was of fundamental importance for the development and welfare of the Territories and for the establishment of good relations among all their population groups. The history of the last few years confirms the vital importance of land and the need to consider it in all its aspects.

65. As regards the opening up of land hitherto unused, the information provided shows that new land areas can often be better opened up by the Government or by organized agencies having the necessary capital and skill at their disposal than by the unco-ordinated efforts of individuals. In other cases, Governments have organized development in a form which permits the continuation of indigenous social patterns in land use, but which facilitates the application of improved techniques and permits greater co-ordination. Similar conclusions are pertinent in cases where the alienated land has been redeemed for redistribution. In the conditions of many of the Non-Self-Governing Territories, the breaking up of estates and their replacement by individual peasant cultivation would not permit the improved use of the land or the development of a satisfactory social struc-

ture unless special assistance is provided. By group farming or co-operative methods, by administrative control and by education, various systems are being attempted with a view to a combination of individual and public effort.

66. The resulting systems usually fall into one of the following forms:

(a) Association of the Government with a non-indigenous company or settler, for assistance in the lease of land, for the provision of credit and basic equipment, for advice in cultivation and conservation methods, and for marketing facilities;

(b) Association of the Government directly with the local inhabitants in the development of the land and their organized settlement in appropriately sized plots and villages, encouraging the formation of co-operative societies and providing facilities to meet the social and educational needs of the people; or

(c) Association of the Government with an operating agency in partnership with the local inhabitants, whereby the Government is responsible for the basic capital equipment, the agency is responsible for the management of the scheme and the farmer is responsible for the labour required, in return for a means of livelihood and the right of usufruct or even, in some cases, of ownership, over the land he cultivates.

67. The Committee recognizes that circumstances of time and place must to some extent determine the system chosen, although some representatives expressed a preference for methods associating the Government directly with the local inhabitants or settlers. A similar comment applies to questions of land tenure. Many difficulties in the improved use of land are caused by excessive fragmentation of plots, and by various customs limiting the proper rotation of crops and the improvement of livestock. Yet, in the various systems of tenure in the Non-Self-Governing Territories there are many advantages or disadvantages. The preference for any one form or the degree of modification to be sought in prevalent forms can hardly be laid down in general terms. Good farming or bad farming is to be found under many different conditions of tenure.

68. In 1951, the Committee pointed out that in some cases large areas of land were still held by non-indigenous interests and were not being exploited to any substantial beneficial extent, and recommended remedial action. Information before the Committee this year provided some cases of the resumption of such land by the Governments and its reassignment with a view to the promotion of indigenous interests. The policy of redemption and the methods followed in bringing the land into better use are to be commended. In the absence, however, of more data, it is not possible to conclude whether many of the situations of idle alienated land noted in 1951 have been remedied. The Committee continues to regard the matter with great concern.

69. The Committee also spoke in its 1951 report (para. 81) of "cases of estate cultivation, particularly in areas of dense peasant population, the existence of which may create social tension between classes or races". The alleviation of tensions such as these is one of the major problems confronting the Administering Members in some Territories, and the Committee notes with satisfaction the intensive study which is being given to these problems. They arise in a specially acute form where immigrant settlement and population increases have led to land hunger. In these circumstances

it is of the greatest importance to mitigate the inter-class, intertribal, and other social conflicts which may result. The opinion was expressed in the Committee that the reservation of land by law or custom to any one group of settlers on the basis of race is irreconcilable with the principle of equal rights in economic and social practice contained in Article 55 of the Charter of the United Nations. In this connexion, one suggestion was made that, where non-indigenous settlement has led to situations of antagonism centred in the land situation, it may become necessary to seek a solution on the basis of the provision of compensation to the settlers by the Administering Members in return for their withdrawal from agricultural settlement. In any event a reasonable solution should be found by peaceful means.

70. The Committee recognizes that outstanding efforts are being made to find solutions compatible with the welfare of the inhabitants. It noted with interest and hope that basic policies are being examined anew with a view to the establishment of programmes of general social and economic advance in the distribution and use of land.

71. The Committee noted with appreciation the increased attention being paid to the development of fisheries in Non-Self-Governing Territories, even while regretting that it had been thought necessary to abandon some of the projects that were in operation or were being planned in 1951. The great lack of proteins in the diets of the inhabitants of the Non-Self-Governing Territories remains, and is likely to increase with the rising population unless new sources of supply are rapidly found. Studies suggest that, even with present fishing methods, sea fisheries could in general be expanded to two or three times the present production, and there is a vast field of development possible in inland fisheries, particularly in respect of fish farming.

72. However, exploitation of the great potential of fisheries and fish farming to obtain increased animal protein supplies requires continued research, surveys, experiments and training programmes and development of fishing and processing techniques as well as financial assistance of fishermen and arrangements for marketing.

73. The Committee, in reporting on fisheries in 1951, emphasized the importance of the assistance which should be provided. It pointed out that the development of communities of fishermen under healthy conditions involved many problems both of an economic and of a social character. Information before the Committee this year confirms this opinion. A policy for the development of fisheries must involve the protection and encouragement of fishing communities in their economic and social relationships. The recommendation is therefore made, not only that the specialist services provided in the development of fisheries should be extended, but that at the same time steps be taken to improve social and economic conditions among fishermen and their families.

74. The Committee is interested in (a) the extent to which by developing fisheries the nutritional standards of the inhabitants are being improved, (b) the degree of participation of the inhabitants in the fishing industry, (c) the rate of development of the fishing industry both for local consumption and for export, and (d) the effects of the development of fisheries on the national income and levels of living of the local populations practising fishing as an industry.

75. At the 6th session of the Conference of the Food and Agriculture Organization of the United Nations, Member Governments concluded that:

"Although the possibilities of increasing production depend ultimately on the efforts of farmers themselves, the principal responsibility for creating conditions in which farmers will be able and willing to expand production clearly rests on governments. This responsibility must be accepted."⁹

76. The principle enunciated in this statement is as applicable to Non-Self-Governing Territories as to other countries. Moreover, since the vast majority of the peoples in the Non-Self-Governing Territories engage in some form of agricultural production, the adequacy of these services is of primary importance to their economies.

77. A variety of services is essential to the development and efficient functioning of agriculture. In more advanced countries some of these services are supplied through commercial, co-operative and other non-governmental channels, while others are the responsibility of the Government. In many newly developing countries the need for such services is more acute, but there is a shortage of well-trained personnel and the funds allocated to agriculture are seriously inadequate.

78. Of the various agricultural services urgently needed in Non-Self-Governing Territories, the Committee places agricultural extension or advisory services in the highest priority group, along with applied agricultural research oriented toward the particular conditions and problems of the Territories. Effective agricultural extension services are necessary to help bridge the gap between the scientist and the primary producer, and to promote individual and community planning and action. In addition to the shortage of trained extension workers, recent inquiries have revealed that certain common deficiencies exist in the extension organization and programmes of many of the Territories where such services are organized. Too frequently, extension work is not adequately integrated among the subject-matter fields. Loosely organized administration and insufficient technical staff services to support the field workers have been noted in many Territories. Very few extension programmes provide for adequate services dealing with the economics of agriculture, such as farm management, price and market information, maintenance of farm records, and the economics of farm planning and organization. Such services are essential to enable producers to introduce greater flexibility into their farming systems in accordance with changing demand and prices of agricultural commodities. The Committee urges all Administering Members to give urgent attention to their agricultural extension activities. In Territories where such services have not yet been organized, it is hoped preparations will be made for the early introduction of such work. Territories with established advisory or extension services are urged to take all necessary measures to improve any administrative organization or subject-matter deficiencies that may exist. In all Territories further steps should be taken to make fuller use of volunteer services in extension work. As soon as feasible, home economics and rural youth activities should be made

⁹ See *Report of the 6th Session of the Conference*, Food and Agriculture Organization of the United Nations, Rome, Italy, March 1952, para. 41.

an integral part of all extension programmes. Institutions are needed to develop research adapted to local conditions, to bring to the farmer research results and the experience of other farmers, and to train extension workers, teachers and research workers for the various services requiring technical training in agriculture.

79. Many other services needed are mainly dependent on the Governments. These include the supply of improved seed and stock, the development and distribution of fertilizers and pesticides, the introduction or improvement of agricultural tools, the adaptation of the use of machinery to local agricultural circumstances, the development of marketing facilities and the provision of adequate sources of credit. Within the development plans, the Governments may have to undertake extensive services for land resettlement or redistribution, irrigation, flood control and drainage, the development of forestry programmes and the expansion of utilities, transportation and other facilities that make maximum agricultural development possible. Emergency aid programmes may also be necessary, particularly in Territories subject to hurricane, flood or drought. Another type of service that should be rendered to agriculture is the development of incentives to increase production. Finally, some regulatory inspection and control services will always remain the function of the Governments.

80. In considering the adequacy of the basic agricultural services now provided in the Non-Self-Governing Territories, it is obvious that there can be no ideal or theoretical level of adequacy which may be applied indiscriminately. Nevertheless, on the basis of the information supplied showing direct expenditure on government services for agriculture and on agricultural education the proportion of expenditure provided by the Governments seems exceedingly small for Territories which are, and are likely to remain, predominantly agricultural. Such expenditures may not be truly representative of the quality and extent of the services provided, but by and large they seem to suggest that a low priority is attached to agricultural services and agricultural education, even though agriculture is a basic means of livelihood of the bulk of the population. In this connexion, the Committee draws attention to the comment it made in its report on education in 1950,¹⁰ asking that more attention should be paid in the institutions of higher education in the Non-Self-Governing Territories to agriculture and animal husbandry. There may be good and sufficient reasons for this situation in each particular case, but the general picture suggests that a public education programme needs to be developed in which the high importance of agriculture production is given a rightful place.

81. Progress must be on many fronts. Too much reliance may be placed on the introduction of machinery or on the use of chemical fertilizers or pesticides, or on capital investment in large land development projects; there may be an undue inclination to rely on the mere passage of rules and regulations to change farming conditions without due attention being given to making the conditions of farming more favourable to the farmers. It is the function of government not only to provide well-balanced services with due regard to the welfare of all population groups but also to utilize local initia-

tive and effort. The contribution that may be made by associations of agricultural producers acting co-operatively can hardly be over-stressed. Further reference to information provided by Administering Members on the importance they attach to these movements is made later in this report. But in connexion with this general statement on the rural economy, it is necessary to note, as of vital importance in the formulation of general programmes and in the application of particular schemes, that popular support and understanding, coupled with technical advice and direction, should be sought as the most effective means of agricultural reform and development.

82. This consideration applies also to the organization for markets for agricultural products. Increased agricultural production should be accompanied by measures which will enable the producers to receive an equitable share in the profits resulting from their labours. Reference has been made to certain criticisms directed against the surpluses accumulated by marketing boards. Where these and similar agencies permit the local producers to secure improved sales on the basis of more regular and better production, they are of considerable benefit to the Territories; the Committee noted with appreciation the information provided on the progress of a number of these agencies in which the local producers are represented to a predominant extent, and recommended that this policy should be further promoted.

VI. Industrial development

83. While most Non-Self-Governing Territories are predominantly agricultural in their natural resources, far more action is required to diversify their economies by developing and expanding industrial production. Territories chiefly of an urban character, such as Hong Kong and Singapore, must largely rely on the expansion of their manufactures for the improvement of the living standards of their people. The varied resources and the growing markets of the mining districts in, for example, parts of the Belgian Congo, Nigeria and Northern Rhodesia offer promising opportunities for the establishment of industries. In areas primarily of agricultural production industries are needed to assist the course of agricultural development, to relieve the pressure on land, to provide for the preservation and processing of agricultural products, to broaden the territorial economies and to correct conditions of under-employment.

84. The predominantly agricultural character of the Non-Self-Governing Territories in general should not be considered as incapable of change. While industrialization in the broad sense is impossible unless agriculture is modernized, agricultural progress will be frustrated unless there are industrial openings to absorb the manpower released from agriculture and unless the supplies and services essential to modern agriculture can be obtained at least in part locally. Any opposition that may be directed against industrial development where economically possible and desirable would be contrary to the objectives of attaining world economic development and stability and improving economic standards of living in the Territories. Industrial development will expand the markets for agricultural produce and even for imported manufactured goods suited to the changing needs of the Territories. It will be to the advantage of the Territories and should also in many

¹⁰ See *Official Records of the General Assembly, Fifth Session, Supplement No. 17*, part two.

cases result in increases in the goods they can buy from abroad.

85. In its 1951 report (para. 94) the Committee stated that:

"The Non-Self-Governing Territories produce 50 per cent of the world production of bauxite, but do not manufacture aluminium. They produce 54 per cent of the world production of cocoa, but do not manufacture cocoa powder or butter. Eighteen Territories produce 3,500,000 tons of cane-sugar, but refine only a small proportion of this production. Territories rich in limestone and in clay import large quantities of building material. In many Territories growing cotton on a large scale, the cotton-growers wear imported cotton goods."

86. The period since 1951 is too short to have brought about substantial changes in the general situation. Information was, however, furnished the Committee showing noteworthy increases in some forms of industry, such as textiles, building materials and the processing of vegetable oils. Of great potential significance is the development of public power projects which has taken place in some areas where the use of power will permit perhaps both the establishment of heavy industry in the industrial centres and the extension of light industries to rural areas. Even so, the level of industrial developments is generally low in Africa and in parts of other regions, and many of the particular industrial projects by their size and nature seem unlikely to change the general situation substantially.

87. The expansions that have taken place and the principles of the development plans, nevertheless, indicate that the mercantilist practices of colonial trade have in general been abandoned. The Committee welcomes the steps taken by the Administering Members to establish or to encourage the establishment of industrial enterprises as a part of the diversification of the territorial economy. Even though costs in the first instance may be high and there may be a number of cases of failure, the advantages accruing to the Territories in general, warrant the taking of risks and will often rapidly compensate for initial investments.

88. Industrialization should not be regarded as an end in itself but as one of the means of raising the levels of living of all the inhabitants. Where conditions are suitable, it should assist in raising these levels. It may, however, be limited in many Territories owing to the lack of resources or of a sufficiently varied range of raw materials, to the need for importing costly fuels, to the insufficiency of water supplies and to lack of markets, etc.

89. In order to accelerate industrial development, far more capital needs to be attracted, provision needs to be made for better nutrition, better housing and higher levels of remuneration than may be customary in the agricultural economy, and technical skills need to be fostered by adequate training and opportunities for employment when training is completed. A new industrial rhythm of life needs to replace the rural rhythm. Information was given the Committee showing action taken to provide family housing, improved nutrition, to train workers in all grades of employment and in general to establish a modern labour force. While not entering on this occasion into the examination of social problems, the Committee notes in this connexion that migrant labour systems, involving in most cases

the employment of rural workers and the absence from their rural homes of a high proportion of the able-bodied men, do not provide a sound basis for industrial training and employment.

90. In 1951, the Committee recommended that the processing of agricultural products should be given a conspicuous place in programmes of industrialization and that wherever possible efforts should be directed toward the development of processes for making use of by-products and waste. It held that in many cases an industrial pattern should be encouraged which would not only make use of local agricultural products in such enterprises as canning, processing and weaving, but also support urgently needed improvements in agricultural productivity through the manufacture of agricultural tools and equipment and the maintenance and repair of agricultural machinery. The Committee was informed that these points were given prominence by the Administering Members in their industrial programmes. Attention is given to the processing for export of primary products, the manufacture of goods for which there is an expanding local demand and where possible the establishment of light manufactures for export. In brief it is emphasized that industry should develop alongside the progress of agricultural production and that its objectives should correspond with the needs of the local populations.

91. As regards the governmental machinery to be used, the information provided to the Committee showed that in many Territories governmental or mixed agencies of government authorities and private enterprises are active in financing or initiating industrial expansion. In the Territories under United Kingdom administration there were by the end of March 1954, apart from the Colonial Development Corporation and the Overseas Food Corporation which are financed from United Kingdom Government funds, twenty-one locally instituted development corporations, either directly undertaking projects, or primarily interested in the financing of local industries. The Committee was provided with some details showing the wide range of activities of the Rural and Industrial Development Authority of Malaya and the Uganda Development Corporation and the initiative and enterprise shown by the Africans, Indians and Europeans who are directing its operations. In Territories under French administration, note was taken in particular of the operations in French West Africa of the Fonds d'équipement rural et de développement économique et social; of the development in French Equatorial Africa promoted by the Cotton and Textile Research Institute and the French Textile Development Company; and of the large-scale operations of the governmental or mixed corporations in North Africa. In this connexion the Committee emphasizes the value of semi-public agencies of the type of the *sociétés d'économie mixte*, which by associating private with public funds as well as individual initiative with government action make it possible to provide the maximum safeguards for the interests of the Territories while helping to hasten the local formation of capital.

92. The operation of many governmental agencies sometimes extends over a broad range of economic and social activities. Having regard to the points previously made that industrialization is only one aspect of the policy of economic diversification and that economic and social progress are part of a single process of

modernization, the Committee emphasizes its support for the conception that these agencies should be vested with broad functions, and hopes that those operating on narrower scales will be adapted to the needs of general policies. A second point of cardinal importance is that programmes should operate as far as practicable through the devolution of responsibility to territorial and local authorities representative of the inhabitants. A third point is the practical value, where the agencies work in conjunction with private operators, of associating these operators in the risks of the particular enterprise rather than using them on a commission or similar basis.

93. However much government investment through general development plans and through these agencies is expanded, a main objective, if industrial expansion is to be launched with reasonable chances of success, must be to attract private capital from overseas. The export trade of the important primary produce can usually secure all the capital it needs. It may be expected that the growing of food for local consumption will receive direct government assistance. But industrial undertakings will require new forms of investment, which should be appropriately encouraged. The Committee noted with interest the continuation and extension of policies by which fiscal and similar concessions were being made to private companies introducing new industries or expanding existing industries. The value of offering such concessions is a matter of business common sense. The possibility of making offers that will be recognized as advantageous to all parties and the creation thereby of a favourable atmosphere for investment will be determined to no small extent by the degree to which the concessions meet with the approval of the population and the real economic interests of the Territory. In general the rate of savings in the Non-Self-Governing Territories is far too low to permit the financing of industrial development by the inhabitants but in some cases the possibilities of capital savings in the Territories are increasing. The tendency to invest in land and other capital goods to the exclusion of industrial undertakings has to be overcome. Here again, the financial policy of the Territories should be designed to be consciously favourable to the investors for the savings that are so urgently needed.

94. This year the Committee did not enter into any new examination of questions of mining policy. It confines its comments to a confirmation of the 1951 report, when it formulated a number of views and general recommendations concerning the exploitation of the mineral resources, having regard to the economic and social welfare of the inhabitants. In particular it commended steps taken to develop a broad secondary economy around the mining economy, to obtain the use by the mines of local supplies and to encourage the reinvestment of profits in the Territories. Noting that, to a greater extent than in other economic activities, the indigenous inhabitants do not share in the ownership, management or technical work in the mines, it advocated, in paragraph 109 of its 1951 report, that "the objective of enabling the indigenous inhabitants to acquire the qualifications which they now lack in business and technical skills should be vigorously pursued in order to bring the local inhabitants into the operation and management of mines at all levels, and to ensure that a higher proportion

of mining wages and salaries is retained in the Territories".

VII. Fiscal and customs systems

95. The fiscal systems of the Non-Self-Governing Territories are to some extent determined by their stages of economic development. The existence of generally low levels of development imposes severe limitations on the ability of governments to introduce modern fiscal systems, embracing accepted principles of taxation. If a measure of an equitable fiscal system is the proportion of revenue obtained from direct progressive taxation, it must be concluded that in most of the Non-Self-Governing Territories much needs to be done before such a system is achieved. At the present time most of these Territories derive the major share of their revenue from indirect taxation.

96. It would be useful to continue the study of national income and of the different branches of production in the Non-Self-Governing Territories, with a view to a more equitable distribution of the burden of taxation and possibly also to an increase in the tax yield.

97. A more efficient system of controlling the collection of income tax could no doubt secure a better yield in some cases. The yield is still extremely low in many Territories, not only on account of the paucity of taxable income but also on account of the difficulty of ascertaining the existence of taxable incomes and of preparing taxpayers' lists.

98. In the Territories where a proportionate tax is imposed on the incomes of individuals and corporations, the introduction of a progressive tax might usefully be considered in so far as such a system will not be an impediment to economic development.

99. The Committee recognizes that, despite its unpopularity and sometimes discriminatory character, the head tax still imposed in many African Territories cannot be abolished forthwith without the substitution of another form of taxation ensuring some contribution by all the groups of the population towards the public expenditure of the Territory concerned. The Committee recommends that steps should be taken for the suppression of this tax.

100. The educational value of the personal tax is heightened if, instead of being paid to the central government, it is levied by the local authorities of administrative subdivisions. The taxpayer is more easily reconciled to the payment of a tax if he sees that it is used to defray public expenditure of direct advantage to himself, such as expenditure connected with the building of schools, dispensaries, roads, etc. All sections of the population gradually come to play a part in the administration of public finance, first at the level of administrative subdivisions and later at the level of the Territory as a whole. The Committee notes with satisfaction that in Territories with local representative assemblies all sections of the population are already called upon to take important decisions on fiscal matters.

101. The Committee is of the opinion that the indigenous personal tax is not economically useful as a stimulus to production, which should be provided by the incentive of equitable remuneration. The Committee is glad to note the development of a trend towards the adaptation of tax rates not only to the resources

of different groups of the population, but also to the resources of economic categories within such groups. The personal tax, when levied in this way, does not have the defect of apportioning the tax burden without regard to the taxpayers' ability to pay.

102. Indirect taxes, which are ultimately taxes on consumption, represent a heavier burden on the population as a whole than other forms of taxation. The governments of the Non-Self-Governing Territories tend, however, to make greater use of them than of direct taxes, because they yield substantial returns, are simple to levy and to administer, and are not so obvious to the taxpayer.

103. Touching consumption as they do, entry duties affect all inhabitants regardless of their ability to pay, except in cases where essential commodities or commodities for the special consumption by certain sections of the population are the subject of special treatment. While a detailed study would be needed to ascertain the extent to which such special treatment is granted in each Territory, the Committee is pleased to find that provisions of this kind exist in a number of Territories. It would like to see periodic tariff reviews leading to a reduction in the duties on essential commodities such as foodstuffs and textiles.

104. The customs system should not be governed by fiscal considerations alone, but should increasingly become an instrument of economic policy. As has been stated above, custom tariffs have an appreciable effect on the cost of living, while, by placing heavier duties on luxury articles an economy in foreign exchange or savings may be achieved which can be channelled towards development expenditure of benefit to the community.

105. As regards customs duties, the Committee notes that policies are followed which favour the metropolitan country.

106. In addition, exchange control policies are combined with the customs policies mainly with a view to improving the balance of payments, but with the ultimate effect that the Territories' purchases are channelled in directions primarily benefiting the currency area to which they belong. Where the balance of advantage lies in each case would require detailed investigation. Nevertheless, although the Committee notes that the Territories may share to some extent in the prosperity of the currency area, it is of the opinion that any such policies should also take into consideration the basic principle of free trade as it is enunciated in international instruments. The Committee also feels that in some cases the inhabitants of the Territories, as a result of customs and currency measures and the absence of competition, may be obliged to pay whatever higher prices may be in effect in the countries of the currency area.

107. Article I, paragraph 2, of the General Agreement on Tariffs and Trade states that the provisions relating to general most-favoured-nation treatment shall not require the elimination of any preferences in respect of import duties or charges in force between a number of metropolitan countries and their Non-Self-Governing Territories. The Committee cites the statement that in principle relations among all countries "in the field of trade and economic endeavour should be conducted with a view to raising standards of living, ensuring full employment and a large and steadily growing volume of real income and effective

demand, developing the full use of the resources of the world and expanding the production and exchange of goods".¹¹ These aims can be achieved, in particular, by "the substantial reduction of tariffs and other barriers to trade" and by "the elimination of discriminatory treatment in international commerce".¹¹ Furthermore, Article 74 of the United Nations Charter, which states that the policy of the Administering Members, in respect of the Non-Self-Governing Territories no less than in respect of their metropolitan areas, should be based on the general principle of good-neighbourliness in social, economic and commercial matters, stipulates that due account must be taken of the interests and well-being of the rest of the world. In this connexion, the Committee notes with interest that many Non-Self-Governing Territories in Africa are under an international system which prohibits all commercial discrimination.

VIII. External trade

108. Most of the Non-Self-Governing Territories have an economy predominantly dependent on export. As their exports are generally limited to one or several primary commodities, the economy of these Territories is exposed to the serious consequences of considerable fluctuations in the prices of these commodities. As revenue from export varies considerably, this leads to some differences in the income of the inhabitants and the budgetary revenue of the governments.

109. Whatever measures are taken to reduce this instability and whatever may be the effect of the action taken by the agencies created in some of the Territories for this purpose, such as marketing boards and *caisses de compensation*, they may not overcome the instability sufficiently to bring about an appreciable improvement in the living conditions of the inhabitants. Moreover, this instability may tend to make governments hesitate to undertake new economic and social expenditure lest they should be unable to keep up the rate of such expenditure during subsequent years. It is even more difficult for governments to draw up long-term development plans to be supported from the revenue of the Territories themselves, if such revenue is largely dependent upon earnings from exports.

110. The Committee referred to this problem in its 1951 report, when it took note of the recommendations of the Economic and Social Council concerning the stability of the prices of basic commodities. This question has since been re-examined by the Economic and Social Council. The most recent decision taken by the Council was at the eighteenth session, in July-August 1954; by resolution 557 F (XVIII) the Council decided to set up immediately a Commission on International Commodity Trade, in accordance with resolution 512 A (XVII) of the Council. One of the main tasks entrusted to the Commission is to examine measures designed to avoid excessive fluctuations in the prices of and the volume of trade in primary commodities. The Commission will consider measures aiming at the maintenance of a just and equitable relationship between the prices of primary commodities and the prices of manufactured goods in international trade.

¹¹ See *General Agreement on Tariffs and Trade-Final Act adopted at the conclusion of the second session of the Preparatory Committee of the United Nations Conference on Trade and Employment*, United Nations Publications, Sales No. 1947. II.10, vol.1, p. 1.

111. In this connexion, the Committee has already noted the operations of marketing boards and similar bodies. Furthermore, the Committee takes note of the recent signature of the International Tin Agreement and appreciates the aims of the 1953 International Sugar Agreement. These agreements are particularly designed to ensure markets at equitable and stable prices for countries which are producers and exporters of the commodities concerned, thus providing adequate returns to the producers and making it possible for them to maintain fair standards of labour conditions and wages.

112. The question of the exports of Non-Self-Governing Territories raises the problem of the preference given on the markets of the Administering Members to certain products of the Territories. The latter clearly find it advantageous for their production to be supported by an assured outlet on the metropolitan market. Such a policy may, however, have some drawbacks. It is for the Non-Self-Governing Territories to judge whether these drawbacks are adequately offset by the advantage of a stable metropolitan market and the financial assistance given in certain cases by the Administering Members during periods of falling prices. Some long-term agreements providing for mass purchases of the Territories' products by the Administering Members have proved beneficial, particularly when the Administering Members have accepted the principle of a periodic review of the terms of these contracts, in the light of conditions on the international markets and the trend of the prices of the imports paid for by these exports.

113. The same problem of trade policy arises with regard to imports. There is no fundamental objection to the Territories obtaining most of their supplies from the Administering Members, or from the same currency area provided that this trend is not forced and that prices in effect in the metropolitan country are not too high. The import policy of the Non-Self-Governing Territories should be based on world prices, in order to benefit from international competition.

IX. Standards of living

114. The Committee in its 1951 economic report, and again in 1952 in its consideration of social conditions; drew attention to the importance of the problem of the determination of standards of living in the Non-Self-Governing Territories, and to the need to ascertain the actual effects of economic development on the living conditions of the indigenous peoples. This year it received new information from recent inquiries into the cost of living, family budgets and general living conditions. It appreciates that valuable inquiries into these subjects have been and are being made by the services of the Administering Members, or through the co-operation of institutions of research in an appreciable number of the Non-Self-Governing Territories.

115. As is generally recognized, where most people live largely within a subsistence economy, attempts to present a reflection of living conditions in monetary terms and statistical data may be confusing and artificial without interpretation. A number of figures indicate little more than changes in price levels and variations in cash incomes; in some cases it is not clear whether figures of consumption merely show

that more articles are bought from the neighbourhood store or trader and reflect a decline in the growing of home food or in the making of domestic articles rather than increased consumption. It would be useful if more direct inquiries could be undertaken. Representatives of the Administering Members furnished interesting information on this subject, showing the results of their own experience. It has been found that sample inquiries of a simple nature may give good results. To supplement or verify such inquiries it has proved of value to measure the amount of goods actually consumed or services hired, without regard to the method of purchase or origin of income. Another rough and ready guide is often provided by a Territory's imports of selected articles of use that are neither basic necessities nor luxuries, i.e., bicycles, sewing machines, radios, clocks and watches, etc. In a still more general way the extent to which the percentage expenditure on food declines may indicate a rise in the standards of living and at the same time figures showing an increased variety in the food consumed may also be an indication of higher standards.

116. The Committee, though interested essentially in the *per capita* level of living, only briefly touched on the subject of statistical methods. It noted the *Report on International Definition and Measurement of Standards and Levels of Living*, prepared by the 1953 United Nations Committee of Experts.¹² The experts had advocated the use of the component approach to such measurements, which, avoiding the use of any single monetary index or other synthetic index, provides for consideration of a wide range of economic and social conditions in the determination of standards and levels of living as affected by economic development. This report is now being examined by a number of authorities, and it is not appropriate for this Committee to join in any technical examination of the complex proposals in question. But the Committee, in considering information from Non-Self-Governing Territories, has in a way applied what may be described as a component approach to the question of standards of living through its analyses of economic, social and educational conditions. These studies, spaced over three years, cover practically all the area of facts which may be regarded as components of the levels of living and contain much statistical and descriptive material relating to these components.

117. The Committee in 1955 will pay special attention to social conditions in the Non-Self-Governing Territories. It is hoped that by its next meeting there will have been further technical consideration of the proposals of the experts. At that time, accordingly, it should be possible for the Committee to discuss further the applicability of the component approach to conditions in the Non-Self-Governing Territories and its relevance to its own programmes of work.

X. Co-operative societies and community development

118. In 1951, the Committee noted that effective intervention in the field of rural credit on the part of the governments had often become an urgent necessity. Many groups of the inhabitants, who live mainly on the food they produce or within a narrow range of local exchanges, have become earners of a cash

¹² United Nations Publications, Sales No. 1954.IV.5.

income and may incur cash debts. The Committee accordingly emphasizes the need for a co-ordinated system of rural societies through which the credit needs of the peasants, the terms of loans and the manner of repayment can be satisfied and kept within reasonable bonds through the assistance of the local community. While the information brought before the Committee this year indicates effective action in a number of Territories to prevent indebtedness and to provide credit facilities suited to the changing agricultural systems, some representatives considered that it shows far too little is being done in this respect in many cases. Where banking institutions operate, even those founded as agricultural banks, the practices followed are frequently those of ordinary banking policy. The loans may be provided on terms reasonably advantageous to the borrower, only if securities are furnished that may not exist in the peasant communities, or on the security of the proceeds of the harvest, which may lead to a perpetuation of peasant indebtedness and adversely affect market prices. The Committee was accordingly interested in the measures of which it was informed that are being taken in some Territories to provide rural credit to farmers of good local repute even though they cannot offer as guarantees the formal securities normally required in banking practice. The Committee recommends that more vigorous action should be taken on these lines.

119. In the development of rural credit the co-operative movement has been widely supported by the governments of a number of Territories. The Committee, commending these instances, paid attention also to the broad functions which the co-operative movement can play in the transition from a subsistence to a money economy and in the further transition of local trade towards a marketing economy for export or other large-scale sale. In this connexion, it is appreciated that the co-operative movement can only operate to the full if developed among peoples with high educational standards and long traditions of business principles and practice. At the same time, co-operative principles broadly interpreted are proving of outstanding value in the traditional circumstances of a number of Non-Self-Governing Territories. Representatives of the Administering Members declared for example that the development of co-operative societies is a vital factor in social progress and that to prepare a people for the transition to modern economy, co-operative organization is essential.

120. In regard to this development, the Committee drew attention in its 1951 report (para. 69) to the resolution adopted in 1950 by the Asian Regional Conference of the International Labour Organisation; and this year expressed its continued interest in the valuable work of the ILO in its assistance to the co-operative movement in the Non-Self-Governing Territories.

121. In line with the ILO resolution of 1950 the Committee stressed the need for simple, flexible co-operative legislation dealing solely with co-operative societies and governing all types of such societies. It also commended action taken to establish departments or agencies of the government primarily concerned with the guidance of the co-operative movement and the promotion of co-operative activities. The information furnished the Committee this year indicated that further progress has been made particularly in the Territories under Australian, French, Netherlands and United

Kingdom administrations. The number of credit, consumer and marketing co-operatives in the Territories under United Kingdom administration has more than doubled since 1945. In Papua the societies increased from 80 societies with 12,000 members in 1950 to 100 societies with 17,000 members in 1953. In the Territories of tropical Africa under French administration a new triple programme is being developed to reform the agricultural credit institutions so as to provide credit for all persons offering satisfactory guarantees, to transform the indigenous provident societies under administrative management into mutual rural production societies managed by boards comprising, together with nominated technical members, elective representatives of the producers.

122. Another point made in 1951 was that, if a wider measure of government intervention may be required than is desirable in countries with a long experience in business traditions, a constant objective in co-operative policy should be the increasing application of co-operative principles of democratic management. In a number of cases where rural production is undergoing vital changes, the community spirit of collective work can be, as was indicated by the Administering Members, translated into forms of co-operative organization if government encouragement, assistance and control are forthcoming. Examples of this are provided in particular in respect of community fishing enterprises, communal forestry, housing schemes and in general production during the period of the enlargement of the exchange sector of the economy.

123. At the same time, the government should not press new co-operative movements to accept regulatory standards beyond their capacity. Co-operatives may fail if required to accept the full range of obligations suited to undertakings in advanced business communities.

124. The Committee will in 1955 again take up points connected with general community development programmes. This year, in commending the role that co-operative organizations of all types may play in the economic development of Non-Self-Governing Territories, the Committee does not intend to overlook other community development activities intended to help the people themselves initiate and carry out schemes for their own betterment. Methods and organization necessarily vary from one Territory to another according to local conditions, but the information before the Committee suggests that the general principle of community development is proving of considerable value in a number of Territories.

125. The Committee was gratified to learn that notable progress had been made in some Territories in the organization of community development councils and other types of local planning bodies which enable the inhabitants of the Territories to participate in the formulation of development plans. The Committee urges that such organizations be extended and that particular attention be given to the organization and servicing of community agricultural planning councils in all areas where agriculture is of economic significance. These agricultural planning councils should be composed of a representative cross-section of the rural families in the community. They should be encouraged to undertake the systematic study of the agricultural problems of their communities and to recommend remedial actions to be taken by farmers themselves as

well as those requiring community-wide co-operation or assistance from government. Such studies of agricultural problems should be initiated immediately even though much of the desired scientific information concerning land resources may be lacking. Experience has demonstrated that such community planning councils can, from their own observations and experience, prepare practical and useful resource inventories, land-use classifications, problem-area maps and descriptions, and simplified land-productivity ratings. They also can formulate recommendations on good land-management practices applicable to the particular conditions of their communities, develop integrated community agricultural programmes, examine and propose improvements in local markets and marketing facilities, promote standardization and improvement of the quality of local produces and numerous other actions that can be taken in the community by rural families with little or no outside financing. Aside from their value in speeding up the process of rural development, such planning councils provide one of the best media yet discovered for the promotion of adult education in the rural environment.

XI. International co-operation

126. In its special reports on economic, social and educational conditions in the Non-Self-Governing Territories, the Committee has endeavoured to take account of action by the organs of the United Nations and the specialized agencies which are relevant to the problems before it. Similarly it has consistently supported the doctrine that the Economic and Social Council and the organs of the specialized agencies should have regard to the circumstances and needs of the Non-Self-Governing Territories in considering world or regional

problems common to these Territories and to other countries. This year it is not necessary to do more than refer to these concepts of international responsibility in the belief that Article 73 d and Article 74 of the Charter contain in broad but clear terms an indication of the general forms of international co-operation applicable to the Territories.

127. Information laid before the Committee this year provides particulars of the technical assistance furnished to the Non-Self-Governing Territories for economic development and the operations of particular value to the Non-Self-Governing Territories undertaken by the specialized agencies and regional inter-governmental organizations. This information was welcomed by the Committee. It suggests that in accordance with the Standard Form, the Administering Members themselves may be able in future to provide more information on the participation of Territories in regional and functional commissions of the Economic and Social Council, in organs of the specialized agencies and in regional commissions or conferences. Information supplied by them would also be of value on the use of technical assistance programmes of the United Nations and the specialized agencies, or from other international sources, and on the manner in which such technical assistance has been integrated into long-range programmes in the Territories. It is believed that such information will indicate that the Administering Members are taking many steps to promote to the full the application of Article 73 d of the Charter by furthering constructive measures of development, by encouraging research and by co-operating with one another and with the specialized international bodies with a view to the practical achievement of the purposes of Article 73.

ANNEX

Studies on economic problems in Non-Self-Governing Territories

The Committee considers that the summary records of the discussions at its fifth session on economic conditions in Non-Self-Governing Territories together with the following studies which were considered by the Committee should be regarded as part of its present report.

1. Development plans in Non-Self-Governing Territories (General) (United Nations Secretariat)	A/AC.35/L.156
2. Development plans in Non-Self-Governing Territories (Africa) (United Nations Secretariat)	A/AC.35/L.156/Add.1
3. Development plans in Non-Self-Governing Territories (South Asia and the Pacific) (United Nations Secretariat)	A/AC.35/L.156/Add.2
4. Development plans in Non-Self-Governing Territories (Caribbean) (United Nations Secretariat)	A/AC.35/L.156/Add.3
5. Factors affecting the progress of development plans in the Non-Self-Governing Territories (United Nations Secretariat)	A/AC.35/L.156/Add.4
6. Land distribution in Non-Self-Governing Territories (United Nations Secretariat)	A/AC.35/L.158 and Add.1
7. Structure of budget expenditure and revenue (United Nations Secretariat)	A/AC.35/L.159
8. Soil conservation (United Nations Secretariat)	A/AC.35/L.160
9. The structure of tax revenue in Non-Self-Governing Territories (United Nations Secretariat)	A/AC.35/L.161
10. Agricultural credit and co-operative institutions (United Nations Secretariat)	A/AC.35/L.162
11. Fisheries in Non-Self-Governing Territories (United Nations Secretariat)	A/AC.35/L.163
12. Adequacy of government services to agriculture in Non-Self-Governing Territories (FAO)	A/AC.35/L.166 and Corr.1
13. Standards of living in Non-Self-Governing Territories (United Nations Secretariat)	A/AC.35/L.167
14. The relative progress of production for local consumption and export in the Non-Self-Governing Territories (FAO)	A/AC.35/L.169
15. Livestock (United Nations Secretariat)	A/AC.35/L.172
16. External trade (United Nations Secretariat)	A/AC.35/L.174