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

GENERAL ASSEMBLY

OFFICIAL RECORDS: TENTH SESSION SUPPLEMENT No. 16 (A/2908)

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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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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 fourteen members, comprising the seven 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 1955 was as follows:

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

Elected members
Brazil
Burma
China
Guatemala
India
Iraq
Peru

¹Denmark formally withdrew from the Committee at the conclusion of its 1954 session as a result of Greenland having attained a constitutional status equal to other parts of Denmark. As a consequence of Denmark's withdrawal and the expiration of the terms of office of Ecuador and Indonesia, Peru was elected by the General Assembly, at its ninth session in 1954, to fill one vacancy only, thereby preserving the balance in membership as between Administering and non-Administering Members.

All members were present with the exception of Belgium.

- 5. The Committee met in New York, and held twenty-four meetings from 15 April to 13 May 1955.
- 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 Organization (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. J. V. Scott (New Zealand), Chairman, Mr. Sergio Armando Frazao (Brazil), Vice-Chairman,
- Mr. Riki Jaipal (India), Rapporteur.

III. Sub-Committee

8. A sub-committee was appointed at the 114th meeting of the Committee to prepare a special report on social conditions in Non-Self-Governing Territories. It was composed of the representatives of Australia, Burma, China, France, Guatemala, India, the United Kingdom of Great Britain and Northern Ireland and the United States of America. The representative of Guatemala, Mr. Emilio Arenales, was elected Chairman and the representative of Australia, Mr. Allan Henry Loomes, Vice-Chairman. The Sub-Committee set up a working group on public health comprising representatives of France, Guatemala, India and the United Kingdom, together with the representatives of FAO and WHO. Sir Eric Pridie (United Kingdom) was chairman of the working group. The Sub-Committee held ten meetings from 26 April to 6 May 1955 and submitted its report at the 127th meeting of the Committee.

IV. Agenda

9. 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

- 10. At the opening meeting of the Committee, the representative of France reaffirmed statements made at previous sessions of the Committee defining the constitutional position of the French Government in regard to the limitations on the competence of the Committee.
- 11. In the course of a subsequent intervention, the representative of India, referring to this formal declaration, stated the views of his delegation in support of

- the legality of the Committee and the value of its work, and expressed regret at the continued absence of Belgium.
- 12. 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).

VI. Social conditions

- 13. In accordance with the provisions of its work as set forth in resolution 333 (IV) and resolution 846 (IX), the Committee at its present session devoted special attention to the subject of social conditions in Non-Self-Governing Territories.
- 14. The Committee had before it documents prepared by the Secretary-General dealing both with a review of general developments since the 1952 special report on social conditions in Non-Self-Governing Territories as well as with other social and public health subjects not previously treated in detail. A number of studies prepared by ILO, UNESCO, WHO and FAO and WHO jointly were also submitted to the Committee.
- 15. Specialist advisers on social affairs were included in the delegations of France, the Ne⁺herlands, the United Kingdom and the United States of America, in response to resolution 745 (VIII). The specialist adviser on the United States delegation was an inhabitant of the United States Virgin Islands.
- 16. The Committee discussed social conditions in Non-Self-Governing Territories, item 6 of its agenda, from its 109th to 122nd meetings.
- Statements in the general debate on developments considered in the light of the 1952 report on social conditions in Non-Self-Governing Territories (item 6(a) of the agenda) were made by the representatives of Australia, Brazil, Burma, China, France, Guatemala, India, Iraq, Netherlands, New Zealand and the United Kingdom and by the representatives of ILO and UNESCO. 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 education, economic and social conditions. Accordingly, the debate provided an opportunity for a general review of progress achieved in the Non-Self-Governing Territories and the policies and activities of the Administering Members within the framework of general observations expressed by the Committee in 1952.
- Following the general debate, the Committee examined particular aspects of social conditions: namely, social effects of urbanization and industrialization; community development; race relations; employment problems and living standards as well as a number of public health aspects including trends and factors in relation to mortality; principal communicable diseases; major developments in public health administration; training of medical personnel; environmental sanitation and nutrition and health. The representatives of Australia, Brazil, Burma, China, France, Iraq, the Netherlands, India, Zealand, the United Kingdom and the United States of America took part in the discussion on these subjects. Statements were also made by the representatives of FAO, ILO and WHO.

- 19. During the examination of the information before the Committee in the form of the documents prepared by the Secretariat and by the specialized agencies, further information was offered and attention was drawn to various aspects of social policy and conditions.
- 20. A number of representatives stressed the importance of education in improving social conditions; the great value of community development schemes; mass-education programmes, co-operative endeavours and self-help projects; the need for energetic efforts to eradicate discriminatory laws and practices in all fields of activity; the ratification and application of ILO Conventions to Non-Self-Governing Territories; and the usefulness of collective bargaining and other forms of trade unionism for improving the position of labour. Some representatives expressed an interest in the component approach as a means for measuring standards and levels of living among the inhabitants of the Territories, but noted that many obstacles were presented owing to the unavailability of certain basic statistical data.
- In the public health field, representatives referred to the inadequacy of mortality and morbidity data; the decreases in mortality rates in many Territories: the progress made in the control of epidemic and endemic diseases, some of which continue to demand vigorous efforts in combating them; the general rise in public health expenditure which has resulted in a corresponding increase of medical and technical personnel; the still relatively small percentage of physicians in relation to the total population of most of the Territories; the increasing delegation of responsibility for health services to local authorities; the growing health services for the rural population; the broadening of medical training facilities within many Territories and in the metropolitan countries, in some cases with the co-operation of international agencies; the serious malnutrition in a number of Territories and the necessity for further remedial action; and finally, the vital importance of advancing the economic and social conditions of the inhabitants of the Territories without which health conditions could not be appreciably improved.
- 22. Representatives of the Administering Members replied to queries raised and supplemented the documents with additional and more up-to-date information.
- 23. A few representatives referred to the valuable assistance which could be provided by non-governmental organizations generally in the matter of improving social conditions, and particularly in connexion with community development activities and establishing better race relations. The representative of Burma drew the attention of the Committee to letters from the Friends World Committee for Consultation and other non-governmental organizations which had been informally circulated to the members of the Committee. He continued that it was difficult to decide the exact form in which the Committee could consider statements from these organizations, but wished to note the interest shown in its work by them. In this connexion, the Committee wished to note with appreciation the work of non-governmental organizations in Non-Self-Governing Territories.
- 24. Following the procedures of previous sessions of the Committee, a sub-committee was established, the details of which are given in paragraph 8 above.

- 25. Introducing its report at the 127th meeting, the Chairman of the Sub-Committee expressed appreciation for the co-operation of other members of the Sub-Committee, of the Secretariat and of the representatives of the specialized agencies. The Committee considered this report at the same meeting. Statements were made by the representatives of Australia, Brazil, Burma, France. Guatemala, Iraq and the United Kingdom, who reserved the right of their delegations to comment on the substance of the Committee's report in the Fourth Committee of the General Assembly. Following the acceptance of minor corrections in the text, the report was approved unanimously and forms part two of the present report.
- 26. The representatives of Australia and Guatemala introduced a draft resolution by which the General Assembly would approve the report on social conditions in Non-Self-Governing Territories which would be considered as a supplement to the 1952 report, and the Secretary-General would be invited to communicate the report for consideration to the Members of the United Nations responsible for the administration of Non-Self-Governing Territories, to the Economic and Social Council, the Trusteeship Council and to the specialized agencies concerned. The draft resolution was adopted unanimously at the 127th meeting. The text is given in annex II.

VII. Educational conditions

- 27. Following its discussion of social conditions, the Committee, at its 121st, 122nd and 123rd meetings, considered educational conditions in Non-Self-Governing Territories. The Committee had before it a report on technical and vocational training policies in the Non-Self-Governing Territories prepared by the ILO (A/AC.35/L.197), a statement prepared by the Secretariat on procedures adopted and offers of assistance received from Member States in respect of General Assembly resolution 845 (IX) on educational advancement in Non-Self-Governing Territories (A/AC.35/L.200), and an annual report² on measures for the eradication of illiteracy prepared by UNESCO (A/AC.35/L.208 and Add.1).
- 28. Statements were made by Australia, Brazil, Burma, China, France, India, Iraq, the Netherlands, the United Kingdom and the United States of America. The representatives of ILO and UNESCO provided further information respectively concerning technical and vocational training policies and measures for the eradication of illiteracy in Non-Self-Governing Territories.
- 29. The representative of France noted that, as regards French overseas Territories, France had increased its efforts in the social field; 76,000 million francs were being used in this effort under the New Plan including 19,000 million francs for education and 34,000 million francs for housing.
- 30. The representative of the United Kingdom, in reviewing some of the main developments during the year in various United Kingdom Territories, stated that there were approximately 4,000 students attending the three territorial universities and four university colleges. Additional students were enrolled in universities in the United Kingdom and facilities in the

- Territories themselves were undergoing expansion. In regard to primary and secondary education, including teacher training, advances were noted in several Territories, particularly in the Federation of Malaya, and in Nigeria, the Gold Coast and other African Territories. In these and in other Territories, the number of pupils and teachers had risen and school facilities had been expanded. Progress had been made in the education of women and girls and the technical side of education had been considerably developed.
- The representative of Burma, in referring to General Assembly resolution 845 (IX), expressed his gratification with the steps that had been taken toward its implementation and informed the Committee that the Government of Burma intended to offer educational facilities in Burma to candidates from Non-Self-Governing and Trust Territories, five at the university level and more at technical and agricultural institutes. The representative of Burma hoped that, in conformity with resolution 845 (IX), Administering Members receiving offers of educational facilities on behalf of the inhabitants of their Territories, would also make available such facilities from their own resources. While he appreciated the necessity for giving priority to study at the university level, he considered that educational conditions in the Territories called for the offering of facilities at lower educational levels. That view was supported in the Report of the Commission for Higher Education for Africans in Central Africa, to which reference was made in document A/AC.35/L.193. He hoped that at its 1956 session, the Committee would give special attention to the question of secondary education as well as the recruitment and training of teachers. The Committee should also examine the question of the publication of literature in the vernacular languages.
- The representative of the Netherlands recalled that at previous sessions of the Committee, his delegation had pointed out that the educational policy in Netherlands New Guinea stressed the improvement of the quality of teachers and schools more than the mere extension of educational facilities. In most areas educational facilities were adequate but a shortage of qualified teachers was a problem. His Government believed that in Netherlands New Guinea, formal education had to be supplemented in such ways as would assist the inhabitants in adapting themselves to new ways of life. In this respect, a high priority was given to the training of teachers. During the post-war period, the entire educational system had required revision. Much work had been done in the fields of legislation and preliminary research. During the past year, considerable attention had been given to teacher training, training methods and new textbooks and in various ways the quality of the educational system had been improved. Consequently, no appreciable increase in the number of pupils or of schools could be reported for 1954. Later figures were likely to present a more encouraging picture.
- 33. The representative of the United States observed that the encouragement of education was a sound step in the direction of self-government. Since January 1950, several thousand students from Non-Self-Governing Territories had studied in the United States, and about 150 students had been awarded United States scholarships and grants of aid. Educational programmes were being developed for many African Territories and Puerto Rico was a focal point

² For previous reports, see documents A/AC.35/L.16, L.63, L.99, L.136 and L.173.

for Caribbean area students who had been extended assistance.

- The representative of India drew attention to the high percentage of illiteracy among the inhabitants of Non-Self-Governing Territories and the need for its eradication. Moreover, education policy in the Territories required continuous review in order to meet the objectives of Chapter XI of the Charter, A certain balance in policy was necessary, for unequal stress on primary, secondary or higher education might create fresh disturbances. In this connexion, he commended the ILO report on technical and vocational training policies (A/AC.35/L.197). There was a need to improve teacher salaries, reduce costs on school buildings, at the same time integrating school construction in rural areas with community development activities. The Government of India had recently increased the number of scholarships awarded to students from the Territories, 121 being reserved for the year 1955-56.
- The representative of Australia, in providing supplementary information on educational conditions in Papua, informed the Committee that a special Technical Industrial Training Division was now responsible for technical and vocational training throughout the Territory and a centre near Port Moresby provided various types of vocational and technical training. Moreover, progress was observed in implementation of the 1952 Native Apprenticeship Act and in-service training was also made available. Other programmes provided home economics courses and handicraft training for boys and girls. In the general educational field, past progress had been maintained. A temporary decline in the output of teachers was expected to be reversed shortly. The number of administration schools had increased by four during 1953-54, and a further six had been opened by the end of January 1955.
- The representative of Iraq, in congratulating Burma on its offer of assistance, associated himself with the proposals of the Burmese delegation regarding the Committee's work in 1956 in the field of education. He recalled that the problem of financing education was of particular importance in the Non-Self-Governing Territories, and that the Committee, in 1956, would have to study higher education and its financing. Although education abroad presented great advantages, it should be regarded as a transitional stage and financial difficulties in the Territories must be overcome so that cultural centres, which would render possible the formation of an intellectual class, could be established. The representative of Iraq was gratified to learn of the action taken by the French Government to promote the teaching of medicine in the Territories, and was also pleased with the United Kingdom's view that higher education institutions should be established in the Territories.
- 37. The representative of France pointed out that education in overseas Territories had the double objective of educating the masses and training leaders. At the start, educational development had been retarded by the need to improve sanitary and economic conditions, by the lack of a traditional system of education and by the opposition of the masses, but nevertheless progress had been great during the last forty years. In reviewing the educational system, he said that the former trend of assimilation had been supplanted by a more flexible approach designed to adapt educational policy to regional requirements and the different stages of development of the indigenous peoples. In view of

- the multiplicity of vernacular languages, French had been adopted as the basic language of instruction, but wherever it was possible and in particular where there was a local language in extensive use, this language was used in support of the introduction of education at the elementary levels. The French Administration also endeavoured to train women leaders and prepare girls for their future careers as mothers and wives. The various forms of education had progressed in an unequal manner, the development of primary education being slower than secondary education, owing to particular difficulties arising from the extension of higher standards of primary education. Particular emphasis was being placed on technical and vocational education, and a number of training centres, technical schools and higher institutions for technical training had been established. With respect to higher education, he referred to the Institute of Higher Studies in Dakar and to developments in Madagascar. In addition, the number of metropolitan scholarships for African students was steadily increasing. Detailed statistical information on educational progress in French overseas Territories was provided to the Committee.
- The representative of China observed that the problem of education was closely related to community development and to the standard of living; hence, notwithstanding the efforts of the administering Powers, many indigenous children were illiterate and did not attend school. He hoped that in 1956 the Administering Members would supply to the Committee complete and accurate information with respect to primary education, and to secondary training, without which the indigenous inhabitants would have noaccess to higher education. The Administering Members should also provide information on the financing of the various educational fields, the financial problems involved, the contribution of missions and of local communities to educational expenditure. As regards professional training, he considered it essential that employment should be found for persons who had received such training. Finally, he thought attention should be given to teachers' salaries in order that candidates would be attracted to the teaching profes-
- 39. The representative of Brazil, referring to his previous intervention on public health, supported the proposal of the representative of Iraq to include in the 1956 agenda the problem of financing higher education, and requested the Rapporteur to refer to this proposal in the Committee's report.
- 40. The Committee's attention was drawn to a communication from the Government of the United States (A/AC.35/L.200/Add.1) on General Assembly resolution 845 (IX). The communication indicated the course taken by the United States Government to assist Non-Self-Governing Territories in the field of education and vocational training, and the United States Government declared its acceptance of the procedure proposed by the Secretary-General to implement resolution 845 (IX). From 1950 to 1955, one hundred and fifty-one persons from Non-Self-Governing Territories had received training in the United States.
- 41. The communication also referred to the United States scholarship programme for students of the Non-Self-Governing Territories and the role of international collaboration in the educational development of the Territories.

VIII. Information on technical assistance

- 42. At its 108th meeting, the Committee gave some consideration to technical assistance in the Non-Self-Governing Territories. In pursuance of General Assembly resolution 220 (III), information was submitted to the Committee at its fifth session on decisions taken by the Economic and Social Council and on studies undertaken under its auspices which include within their scope conditions affecting Non-Self-Governing Territories. This year, the Committee had before it document A/AC.35/L.201 providing summary information on technical assistance projects for the Non-Self-Governing Territories in operation in 1954 and approved for 1955, and on the activities of the United Nations Children's Fund within these Territories.
- The representative of the United Kingdom drew the Committee's attention to the collaboration between his Government and the Governments of the United Kingdom Territories on the one hand, and the United Nations and the specialized agencies on the other, with respect to the programmes of technical assistance provided by the latter, and cited figures to show a substantial increase in the volume of technical assistance received by the Territories in 1954. However, funds available under these programmes were limited and the United Kingdom sought assistance only when territorial or United Kingdom resources were unable to provide it. He said that no unwelcome competition existed between regional commissions and specialized agencies. He then went on to give examples of the type of assistance granted and pointed out that the United Kingdom itself supplied the largest number of experts, 308 in 1953, while the United Kingdom Territories provided many training facilities to nationals outside the British Commonwealth. 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 as providing a valuable mechanism for the pooling of experience in the technical fields of activity in Africa.
- 44. The representative of Australia informed the Committee that in respect to Papua the bulk of technical assistance was made available by the Administering Authority which called upon international resources only when it was unable to provide such assistance. He also drew the attention of the Committee to the work being done by the South Pacific Commission in relation to Papua in literacy, industrial development, rice growing and public health as well as the assistance provided by the Australian Commonwealth Scientific and Industrial Research Organisation in the form of a land resources survey and the assistance extended by WHO and other specialized agencies. Contacts with the specialized agencies on these matters had been maintained.
- 45. The representative of the Netherlands then outlined the types of United Nations technical assistance projects and UNICEF aid made available to Netherlands New Guinea, particularly WHO and UNICEF projects which sought to improve conditions of health. The Netherlands Government's participation was chiefly in the provision of finance, personnel, material, supplies and equipment. He also drew attention to the useful work being carried out by the South Pacific Commission in infant care, literacy, nutrition and fisheries and to the collaboration which existed between Netherlands and Australian authorities

- on problems common to their respective Territories. Scientific institutions and other governmental and non-governmental organizations in the Netherlands had contributed to the development of Netherlands New Guinea. For example, as the result of studies made by a government commission of agrarian experts, a number of experimental projects had been started, including one in mechanized rice farming.
- 46. The representative of the United States stated that considerable technical assistance was being provided directly to United States Territories by his Government. However, valuable assistance had been furnished to the United States Territories by the United Nations and the specialized agencies as well as by regional commissions which were playing an increasingly important role in the international technical assistance field. The United States was convinced that international technical assistance was a most effective form of international co-operation and would contribute to the development of self-government in the Non-Self-Governing Territories. The more advanced Territories could also contribute effectively to technical assistance programmes.
- 47. The representative of France informed the Committee that the Expanded Programme of Technical Assistance to French-administered Territories supplemented in a most useful way the efforts of the French Government in this field. He went on to relate the types of technical assistance provided by WHO, FAO and UNICEF to French Territories in Africa, e.g., supplementary feeding, malaria control and other preventive measures. The assistance was supplemented by a scholarship programme for the inhabitants. The French Government had provided matching funds for a number of projects.
- 48. Statements were also made by the representatives of Brazil, China, Guatemala, India, Iraq and Peru as well as by WHO.
- 49. The representative of Iraq observed that international assistance granted to the Non-Self-Governing Territories, although encouraging, was as yet on a small scale and he expressed the hope that the Committee would be supplied with information on other forms of international and regional assistance extended to the Territories under Article 73 d of the Charter.
- The representative of India, in referring to statements made by representatives of the Administering Members, expressed the view that the problems of Non-Self-Governing Territories demanded attention by both intergovernmental bodies and international organizations. He felt that while the percentage of allocation of funds under United Nations Technical Assistance Programmes had increased, the figures were not impressive in relation to the needs of the Territories. The possibility of organizing campaigns on a regional basis also merited consideration. As regards the assistance provided by various regional inter-governmental bodies, full account should be taken of the work of international organizations, the full co-operation of which should be sought by the Administering Members.
- 51. The representative of Brazil hoped that in the future the Administering Members would provide more comprehensive information on economic and social development in their respective territories, and the extent to which technical assistance had been integrated into long-range development programmes in confor-

mity with section C, sub-paragraph 1 (c) of the Standard Form. He stressed that his delegation had always held the view that the Administering Members should provide the bulk of assistance to the Territories, using international technical assistance as a supplement only to their own efforts in this field. Otherwise there would be acute competition with under-developed States for the limited funds available.

- 52. The representative of Peru also expressed the view that international technical assistance was properly regarded as a supplement to national efforts but should be considered jointly in order to appraise development in the Territories. He thought that in future the Secretariat report should indicate the contribution of Administering Members, and he stressed the need for closer co-operation between regional commissions and the United Nations and specialized agencies. It would be helpful to know the contributions, if any, made to UNICEF and to the United Nations Technical Assistance Programme by the Non-Self-Governing Territories.
- 53. The representative of Guatemala stressed the fact that in view of the requirements of other underdeveloped countries, the main responsibility for providing assistance in the Non-Self-Governing Territories lay with the Administering Members. It was, therefore, important to measure assistance granted by international organizations in relation to the over-all efforts of the Administering Members in this field.
- 54. The representative of China considered that the development of 'the Non-Self-Governing Territories made imperative the need not only for technical assistance provided by international organizations and by Administering Members, but also the participation of the indigenous inhabitants themselves.
- 55. In reply to points raised by some representatives, the United Kingdom representative suggested that the contribution of international technical assistance to the development of the Territories would be placed in better perspective when the Committee considered the items on social, economic and educational conditions. There was, moreover, a satisfactory working relationship in the United Kingdom Territories between inter-governmental bodies and United Nations agencies providing technical assistance.

IX. Economic conditions

- 56. At the 109th and 110th meetings, the Committee discussed certain aspects of economic conditions in the Non-Self-Governing Territories, largely confining itself to questions arising out of the 1954 report on economic conditions prepared by the Committee and contained in document A/2729.
- 57. Statements were made by the representatives of Brazil, China, France, India, New Zealand, the United Kingdom and the United States.
- 58. The representatives of France, New Zealand, the United Kingdom and the United States stated that the Committee's 1954 report on economic conditions had been transmitted to the appropriate authorities in the Non-Self-Governing Territories for their consideration.
- 59. The representative of India, while aware that the recommendations contained in the Committee's report had only recently been communicated to the Governments concerned, nevertheless hoped that the

need to make the Non-Self-Governing Territories as self-sufficient as possible, individually or regionally, would be borne fully in mind. In this connexion, it was inevitable that stress should be laid on agricultural development and consequently attention should be given to more intensive use of the land and greater diversification of production. The representative of India believed that greater financial aid should be directed towards economic development in all the Territories rather than to meet emergency conditions in a few Territories only.

- 60. The representative of China considered that in drawing up economic development programmes, many Territories were hampered by fluctuating prices, supply and transportation difficulties, a skilled labour shortage, limited financial resources and inadequate surveys. Further means of financing economic development, for example, the reinvestment of profits earned by foreign firms, should be explored. The participation of the inhabitants in development plans was also an important consideration.
- The representative of the United Kingdom then reviewed the operation of the Colonial Development and Welfare Act which represented the main channel through which the United Kingdom provided assistance to the Territories under its administration. Total expenditure by Territorial Governments on development programmes had increased from about £57 million in 1950 to about £110 million in 1953. The Colonial Development and Welfare Act supplied 13 per cent of the latter amount. While development programmes as a whole give priority to economic projects, almost 50 per cent of the funds provided under the Act had been devoted to education and other social services. Recent legislation, together with a carry-over of funds, made a total of £120 million available to Territorial Governments for the period 1955 to 1960. However, it was important to note that a large proportion of funds expended on development plans was derived from territorial revenues and other local resources.

X. General questions relating to summaries and analyses of information

- 62. At its 1954 session the attention of the Committee was drawn to General Assembly resolution 789 (VIII) on the control and limitation of documentation. Having regard to previous action taken with a view to the reduction of reports prepared for the Committee and the General Assembly, members of the Committee had no suggestions to make at that time, but the Secretariat was asked to keep the question under review. At the present session, in the course of the 122nd and 123rd meetings, the Committee discussed the appropriateness of discontinuing the publication of the volumes containing the Secretary-General's summaries of information from Non-Self-Governing Territories for the years intervening between the three-yearly publication of full summaries.
- 63. In reply to que tions asked by the representative of Australia, the representative of the Secretary-General informed the Committee that information of this character prepared in the two years intervening between the three-yearly preparation of full summaries was partly of a statistical nature and that this statistical information was available in part in a number of annual publications of the United Nations and the

specialized agencies. The remaining information was not so readily available. It appeared that the present publication was being used widely by Governments and non-governmental organizations, libraries, universities, etc.

Statements were made by the representatives of Australia, Brazil, Burma, China, France, India, Iraq and the United States of America. The representatives of Brazil, Burma, India and Iraq expressed the opinion that the publication of this information, as information specifically supplied on Non-Self-Governing Territories in the terms of Article 73 e of the Charter, was highly desirable and indeed necessary in terms of the provisions of General Assembly resolutions. The representative of the United States said that his Government, while recommending economy wherever possible, considered that the present publication should be continued. The representative of France, in drawing attention to the fact that the Departments of the French Government were giving wide publicity to United Nations documentation relating to Non-Self-Governing Territories, proposed that the Committee leave the matter to the Secretary-General. He pointed out that his delegation favoured the widest possible dissemination of information on Non-Self-Governing Territories. The representative of Brazil emphasized that there was no objection to the suggestion that the matter be left to the discretion of the Secretary-General, but the opinions expressed in the Committee should be brought to his attention. The representative of Australia expressed his appreciation of the light thrown by this discussion on the question as being of assistance to the Secretary-General and the Fifth Committee in reaching an appropriate decision.

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

COMMUNICATION FROM THE NETHERLANDS GOVERN-MENT REGARDING SURINAM AND THE NETHERLANDS ANTILLES

65. In resolution 747 (VIII) adopted on 27 November 1953, the General Assembly, in the preamble, took note "of the statement3 of the representative of the Netherlands that the negotiations between representatives of the Netherlands, the Netherlands Antilles and Surinam, which were adjourned in the year 1952 will shortly be resumed", and in the first five paragraphs of the operative part, (1) noted "with satisfaction the progress made by the Netherlands Antilles and Surinam toward self-government;" (2) considered "that the new status of the Netherlands Antilles and Surinam can only be rightly appraised after the said negotiations have led to a final result and this has been embodied in constitutional provisions;" (3) expressed "to the Netherlands Government its confidence that, as a result of the negotiations, a new status will be attained by the Netherlands Antilles and Surinam representing a full measure of self-government in fulfilment of the objectives set forth in Chapter XI of the Charter;" (4) invited "the Government of the Netherlands to communicate to the Secretary-General the result of these negotiations as well as the provisions mentioned in paragraph 2 above;" and (5) invited "the Committee on Information from Non-Self-Governing Territories to examine these communications in

connexion with the information already transmitted and to report thereon to the General Assembly."

In pursuance of the terms of resolution 747 (VIII) the Government of the Netherlands had transmitted to the Secretary-General a communication (A/AC.35/L.206) dated 30 March 1955 in which it related the constitutional developments leading to the promulgation on 29 December 1954 of a Charter for the Kingdom of the Netherlands comprising the Netherlands, Surinam and the Netherlands Antilles, and enclosed a copy of the Charter together with an explanatory memorandum. As a result of the changes brought about in the constitutional position and in the status of Surinam and the Netherlands Antilles, the Netherlands Government regarded its responsibilities according to Chapter XI of the Charter in respect to Surinam and the Netherlands Antilles as having terminated.

67. The Committee discussed this item of the agenda at its 125th and 126th meetings. At the 125th meeting, the representative of the Netherlands introduced the relevant documentation and the two representatives of Surinam and the Netherlands Antilles respectively who were included in the Netherlands delegation. The two representatives then reviewed the constitutional changes which had been enacted, and explained the main provisions of the Charter for the Kingdom of the Netherlands. The Charter was based on the principles that the Netherlands, Surinam and the Netherlands Antilles had expressed freely their will to accept a new constitutional order in the Kingdom of the Netherlands which comprised the aforementioned three countries; that the three countries each exercised autonomy in internal affairs; that decisions on Kingdom affairs had to be taken jointly by the three countries on a basis of equality; and that the three countries accorded each other aid and assistance. Except in matters of defence, foreign affairs, nationality and a few other subjects, which were the prerogatives of the Kingdom, the three countries had exclusive authority to take final decisions. Moreover, each country could draw up and amend its own constitution. The Queen was head of the Kingdom as well as the head of each of the countries, and the parliamentary system was the system of government for the Kingdom and each of the countries. Statutes for the Kingdom were enacted by the Netherlands Parliament which for this special function acted as Parliament of the Kingdom, However, the Parliaments of Surinam and the Netherlands Antilles, by various means, could influence in varying degrees the decisions of the Netherlands Parliament. In view of the Netherlands no longer being the Administering Member in respect of Surinam and the Netherlands Antilles, but an equal partner in the Kingdom of the Netherlands, the Netherlands had neither the right nor the power to transmit information on these countries as provided for in Article 73 e of the United Nations Charter. Publications on Surinam and the Netherlands Antilles were presented to the Committee by way of explanation of certain salient features of the two countries but not as an obligation under Article 73 e of the Charter.

68. Following the presentation of information by the Netherlands representatives, the representatives of Brazil, Burma, China, Guatemala and India addressed a number of questions to them regarding various aspects of the constitutional changes in respect to Surinam and the Netherlands Antilles which had re-

⁸ See Official Records of the General Assembly, Eighth Session, Fourth Committee, 343rd meeting, para. 70.

sulted from the promulgation of the Charter for the Kingdom of the Netherlands.

69. The representative of Guatemala wished to know: (1) whether in the election of parliaments by universal suffrage, illiterate persons were permitted to vote, and whether public or secret balloting prevailed; (2) in what way the Governor in Surinam and in the Netherlands Antilles derived his powers as indicated in article 2 of the Charter; (3) the reasons for making separate provisions for legislative and administrative measures in Surinam and in the Netherlands Antilles as distinct from those prevailing in the Netherlands as indicated in article 50 of the Charter; (4) whether the inhabitants of Surinam and the Netherlands Antilles had been consulted with respect to the new constitutional status which now prevailed; (5) the method of nomination of judges in Surinam and the Netherlands Antilles and whether these countries had themselves requested that the judges be appointed by the Queen; (6) whether the three-fifths majority rule of the Second Chamber of Parliament of the Kingdom applied equally to the Netherlands Parliament; (7) whether the representatives of Surinam and the Netherlands Antilles in the Parliament of the Netherlands Kingdom had the right to vote and whether there was any limitation on their numbers; (8) whether the Kingdom of the Netherlands would have similar responsibilities to those of the Netherlands Government in transmitting information in pursuance of Article 73 e of the Charter. The representative of Guatemala was interested to know the extent to which Surinam and the Netherlands Antilles were on a footing of equality with the Netherlands.

70. The representative of Brazil asked (9) whether there was any legislation providing for the powers of the Governor in Surinam and in the Netherlands Antilles as indicated in article 2 of the Charter; (10) what body had the legal competence to decide upon the inconsistency of laws in relationship to the Charter and whether the Queen had the power to make null and void any laws which were inconsistent.

71. The representative of India requested information as to: (11) whether the elections of November 1954 were held in the Netherlands Antilles and Surinam or in the former only; (12) whether the provisions of the Charter were placed before the electorate prior to the holding of elections.

72. The representative of China asked (13) whether Surinam and the Netherlands Antilles could freely regulate their currency and (14) whether the Queen could raise local recruits in the two countries without the consent of the two respective Governments.

73. The representative of Burma asked: (15) how equality of partnership of the three countries was reflected in article 12 of the Charter under which Surinam and the Netherlands Antilles were in a minority in all organs of the Kingdom; (16) whether Ministers Plenipotentiary were elected or nominated; and (17) whether there were any provisions in the Charter permitting Surinam to amend its constitution and sever its relations with the Kingdom of the Netherlands.

74. In reply to specific questions, as well as to other points raised in the course of discussions, answers were given by the Netherlands representatives from Surinam and Netherlands Antilles.

(1) With respect to the voting rights of illiterate persons, there were no provisions prohibiting then. from exercising the right to vote and, in any case, illiteracy was not a problem in the two countries. Balloting was secret. (2) The Governor in Surinam and in the Netherlands Antilles represented the Queen as constitutional head of the Government of the countries and the executive power of the Kingdom. The post was not a political one which would in any way duplicate the powers of the prime ministers of the respective countries, but was primarily a symbolic post. (3) Paragraphs 1 and 2 of article 50 of the Charter contain different provisions, because the Charter has left in force and applicable to the Kingdom as a whole various articles of the Netherlands Constitution, among them the provision that the Parliament of the Netherlands can also act as Parliament of the Kingdom under special conditions (articles 15 to 19 of the Charter). As a result of this construction differing provisions were necessary. (4) As to whether the inhabitants of the countries had been consulted with respect to the constitutional changes, the parliaments had been elected by universal suffrage and there had been no opposition in the parliaments with respect to the constitutional changes. (5) The Government of the Kingdom of the Netherlands and not the Netherlands Government itself was responsible for the appointment of judges. This provision had been made in response to the wish of the two countries themselves, in order to safeguard the independence of judges in these small communities. As far as the judicial branch was concerned, local laws as well as the Charter protected judges from any local influence which might arise. (6) Laws of the Netherlands were not binding upon Surinam and the Netherlands Antilles, but only those which were passed by the Parliament of the Kingdom. (7) The delegates specified in article 17 of the Charter did not have the right to vote. Surinam and the Antilles had preferred to have the right to send an indefinite number of delegates to the Parliament of the Kingdom and the right that measures opposed by them could only be passed by a three-fifths majority, rather than having voting rights for their delegates who could easily be outvoted. They considered this provision more favourable to them than voting rights would have been. The number of delegates attending the Parliament of the Kingdom was therefore of no consequence. (8) There could be no question of transmitting information under Article 73 e of the Charter of the United Nations by the Kingdom in regard to one of the equal parts jointly making up the Kingdom. The transmission of information on Surinam or the Netherlands Antilles would be as unthinkable as the transmission of such information on the Netherlands. (9) The powers of the governor in Surinam and in the Netherlands Antilles were specified in the constitutions of these countries which were adapted to the Charter. (10) The Government of the Kingdom as a whole was the body competent to decide upon inconsistency of laws in relationship to the Charter. (11) Elections were held in the Netherlands Antilles in November 1954 and at a later date in Surinam. (12) It was not deemed necessary to hold special elections on this issue since all political parties had supported the constitutional changes. (13) Surinam and the Netherlands Antilles were free to regulate their respective currencies. The Surinam and Netherlands Antilles guilders had twice the value of the Netherlands guilder. (14) The Government of the

Kingdom could not raise local recruits in Surinam or in the Netherlands Antilles. As indicated in article 31 of the Charter, this could only be done pursuant to local legislation. (15) The representatives from the Netherlands Antilles and Surinam clarified those points regarding the equality of partnership of the three countries. (16) Ministers Plenipotentiary were appointed by their respective Governments. (17) The countries had the right individually to amend their respective constitutions and could in joint consultation modify the relationship existing between the three parts of the Kingdom. The representatives referred to the statement made by Her Majesty the Queen of the Netherlands to the effect that no political partnership could endure unless supported by voluntary acceptance and fidelity of the overwhelming majority of the citizens. and that it would be contrary to established policy to prevent a partner from leaving the Kingdom if it so

- 75. A number of representatives extended their thanks to the Netherlands representatives for their comprehensive information and replies to questions.
- 76. The representative of the United States expressed the view that there was no doubt in the mind of his Government that Surinam and the Netherlands Antilles had achieved full self-government.
- 77. The representative of Australia stated that the Committee should take note of the statements made by the Netherlands Government to the effect that, in view of the constitutional changes which had been brought about in respect to Surinam and the Netherlands Antilles, information could no longer be transmitted in accordance with Article 73 e of the Charter for only that Government was competent to take such decisions. Moreover, the Netherlands Government had furnished the United Nations with ample evidence to show that the new constitutional arrangements had the full consent of the inhabitants of Surinam and the Netherlands Antilles.
- 78. The representative of France associated himself with the views expressed by the representative of Australia and emphasized that since Surinam and the Netherlands Antilles were fully self-governing and equal partners in the new Kingdom of the Netherlands, there was no further justification for the transmission of information under Article 73 e of the Charter. He stated that the Committee should not discuss this matter, but merely take note of the information supplied by the Netherlands delegation.
- 79. The representatives of Brazil, China, Guatemala, India, Iraq, and Peru, while expressing appreciation for the comprehensive information provided by the Netherlands representatives, stated various reasons why further consideration in respect of this item might be deferred until all the Governments concerned had had an opportunity to examine more fully the information provided by the Netherlands Government. It was suggested that the Committee should adjourn and meet again sometime prior to the convening of the General Assembly in September in order to continue consideration of this item. The representative of Iraq, while agreeing to this, thought that it might be better to leave the matter to the General Assembly.
- 80. The representative of the Netherlands, although regretting that the Committee would not take a decision

at this stage, did not object to a postponement until a later date.

- 81. The representative of Australia noted that a number of representatives could not reach any conclusions at this time and he would agree to a postponement of a decision. He was, however, opposed to any suggestion that the question be deferred, without prior decision by the Committee, to the General Assembly.
- 82. The Chairman put to the vote the question whether the Committee favoured postponing further consideration of this item during the present session. By a show of hands, 7 were in favour, none against and 5 abstained. It was further decided that the Committee would meet at a time prior to the convening of the tenth session of the General Assembly, the precise dates to be fixed by the Chairman in consultation with the Secretary-General.

XII. Procedures for the consideration of communications relating to the cessation of the transmission of information

- 83. General Assembly resolution 850 (IX) invited the Committee to include in its present report any proposals it considered desirable on the implementation of the resolution which aimed at perfecting the methods and procedures to be followed in connexion with cases of the cessation of the transmission of information under Article 73 e.
- The question was briefly discussed at the 129th meeting of the Committee. The representative of Brazil observed that in many aspects procedures had already been evolved in dealing with this question. In particular the Committee's competence to consider such communications had been recognized; the three Governments concerned in specific instances of the cessation of information, the United States, Denmark and the Netherlands, had complied with the terms of General Assembly resolution 222 (III) and provided detailed information on the constitutional changes effected; these three Governments had also included in their delegations persons from the Territories able to give information on the changes from a territorial point of view; a procedure of exposition, question and answer, had also developed in the Committee; the Committee had adopted in the first two cases resolutions indicating certain tentative conclusions within the limits of its terms of reference and without anticipating the final disposal of the questions by the General Assembly. Within these procedures the one point of detail which seemed to require further consideration was whether a time limit should be suggested within which communications received from the Governments should be considered by the Committee. It must be kept in mind that some questions may have to be referred by the delegations to their Governments. The General Assembly resolution, however, had wider implications for the consideration of which the Committee had insufficient time at its present session. The representative of Brazil therefore suggested that this should be explained in the report to the General Assembly so that further consideration of the submission of any proposals deemed desirable in terms of resolution 850 (IX) might be deferred to the Committee's session in 1956. The representative of Guatemala associated himself with this motion which was approved by the Committee.

XIII. Renewal of the Committee; and representation on the Committee and participation of indigenous representatives

- 85. In the course of its discussions, the Committee decided to consider as a single item the three items of the agenda relating to: Future studies; Renewal of the Committee; and Representation on the Committee and participation of indigenous representatives.
- 86. Resolution 646 (VII), adopted by the General Assembly on 10 December 1952, in operative paragraph 1, decided "to continue the Committee on Information from Non-Self-Governing Territories on the same basis for a further three-year period", and in operative paragraph 3, decided "that, at its regular session in 1955, the General Assembly will examine the question whether the Committee on Information from Non-Self-Governing Territories should be renewed for a further period, together with the questions of the composition and terms of reference of any such future committee".
- 87. At its 123rd, 124th, 127th and 128th meetings the Committee discussed the question of its renewal and, in conjunction therewith, future studies of the Committee and the question of representation on the Committee and participation of indigenous representatives.
- 88. The representative of India introduced, on behalf of his delegation and those of Burma and Iraq, a joint draft resolution (A/AC.35/L.209), the text of which was as follows:

"The General Assembly,

"Having considered the work of the Committee on Information from Non-Self-Governing Territories which was constituted by resolution 332 (IV) adopted by the General Assembly on 2 December 1949,

"Recognizing the value of further constructive work by the Committee in the interests of the advancement of the peoples of Non-Self-Governing Territories and the attainment of the objectives set forth in Chapter XI of the Charter,

- "1. Decides to continue the Committee on Information from Non-Self-Governing Territories;
- "2. Decides that as provided in resolution 332 (IV) and 646 (VII), the Committee should be composed of those Members of the United Nations transmitting information in accordance with Article 73 e of the Charter and of an equal number of non-administering Members elected by the Fourth Committee on behalf of the General Assembly on as wide a geographical basis as possible;
- "3. Invites the Members of the Committee to continue to attach to their delegations persons specially qualified in the functional fields within the Committee's purview;
- "4. Invites the Members administering Non-Self-Governing Territories to attach to their delegations indigenous persons specially qualified to speak on economic, social and educational policies in the Non-Self-Governing Territories;
- "5. Authorizes the Committee, with the consent of an Administering Member, to admit as observers persons appointed by the Governments of Non-Self-Governing Territories concerned, the inhabitants of which have attained a large measure of responsi-

bility for economic, social and educational policies as adopted within their Territories;

- "6. Instructs the Committee 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 resolution adopted by the General Assembly concerning economic, social and educational conditions in the Non-Self-Governing Territories;
- "7. Instructs the Committee 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 or where common to Territories in a single regional group but not with respect to individual territories:
- "8. Considers that the Committee should, without prejudice to the annual consideration of all the functional fields enumerated in Article 73 e of the Charter, gives special attention to educational, economic and social conditions in turn and should consider the information transmitted in respect of these questions in the light of the reports approved by the General Assembly on such conditions in Non-Self-Governing Territories."
- 89. The representative of India observed that the work of the Committee in the past had accelerated economic, social, cultural and educational advancement in the Territories. Some Administering Members had also volunteered to submit political information. The future of the Committee should be assured by establishing it on a permanent basis. Recent developments in the colonial world, in addition to the fact that the Fourth Committee of the General Assembly would require some organ such as the present Committee, made it necessary to consider the establishment of a permanent Committee. The representative of India then outlined his views in respect to each of the paragraphs contained in the draft resolution.
- 90. The representative of Iraq observed that conditions in Non-Self-Governing Territories would always be a subject of international discussion and this made necessary the need for a Committee of this kind. He felt that the Committee had achieved positive results in the past and, for his part, he would be prepared to accept a reasonable solution which did not imperil the principle of safeguarding the peoples of Non-Self-Governing Territories. He reviewed briefly the position of his Government with respect to the paragraphs contained in the resolution which, in his view, was based largely on General Assembly resolutions. However, he thought the sponsors of the draft resolution were prepared to accept amendments, provided there was no compromise of principle.
- 91. The representative of Burma considered that the question of the renewal of the Committee was one of principle rather than of procedure. He believed that Administering and non-administering Members alike supported the Committee as an instrument for promoting the welfare of non-self-governing peoples in conformity with the spirit which prevailed at the time

the Charter was drawn up at San Francisco. The sponsors of the draft resolution preferred the establishment of a permanent Committee. They were prepared, however, to accept a compromise solution which would provide for the continuation of the Committee.

- 92. The representative of the United States of America voiced approval for the renewal of the Committee. The question of self-government was a continuous and evolving one. While on the one hand, considerable progress was evident in the implementation of Chapter XI of the Charter, there were forces which were depriving a far greater number of people of self-government.
- 93. With a view to effecting a compromise between the various views of representatives of the Committee, the representative of Brazil introduced a working paper containing amendments to the three-Power draft resolution (A/AC.35/L.211), the text of which was as follows:
 - "1. Delete the 2nd paragraph of the preamble and insert the following in place thereof:
 - "'Taking note of the opinions expressed by Member States on the value of the technical work of the Committee, on the contribution made by its Reports to fuller understanding of problems of Non-Self-Governing Territories and on the useful guidance they may provide to the solution of these problems;'
 - "2. Insert the following as the 3rd paragraph of the preamble:
 - "'Considering that the Committee should continue the constructive work carried on under its present terms of reference in the interests of the advancement of the peoples of Non-Self-Governing Territories and the attainment of the objectives set forth in Chapter XI of the Charter;'
 - "3. Delete the 1st paragraph of the operative part and replace it by the following:
 - "'1. Decides to continue the Committee on Information from Non-Self-Governing Territories on the same basis for a further period of three years and to confirm its terms of reference as set forth in Resolution 332 (IV);'
 - "4. Delete paragraph 3 of the operative part and replace it by the following:
 - "'3. Invites the Members of the Committee to continue to attach to their Delegations technical advisers specially qualified in the functional fields within the Committee's purview;'
 - "5. Insert the following as the 4th paragraph of the operative part:
 - "'4. Expresses its appreciation of the presence of those technical advisers on the Delegations and notes with satisfaction that due to the supplementary information provided by these experts to the discussion, the quality of the work of the Committee had been improved;'
 - "6. Delete paragraph 4 and insert the following, which will become paragraph 5:
 - "'5. Also notes with satisfaction that certain of the Members administering Non-Self-Governing Territories have attached to their Delegations indigenous persons specially qualified to speak on economic, social and educational policies in the Non-Self-Governing Territories and the useful contributions that they have made to the work of the Committee;'

- "7. Insert the following as paragraph 6:
- "'6. Expresses the hope that the Administering Members will increasingly follow the practice referred to in the preceding paragraph;'
- "8. Delete the original paragraph 5 and replace it by the following, which will become paragraph 7:
- "'7. Considers that the Administering Members may consider it useful to appoint persons as observers on behalf of the governments of Non-Self-Governing Territories the inhabitants of which have attained a large measure of responsibility for economic, social and educational policies in their territories.'
 - "9. Insert the following as paragraph 8.
- "'8. Authorises the Committee, when requested by the Administering Member concerned, to admit, in the capacity of observers, the persons referred to in the preceding paragraph;'
- "10. Renumber original paragraph 6 as paragraph 9.
- "11. Renumber the original paragraph 7 as paragraph 10 and delete the following words from it: 'or where common to territories in a single regional group'.
 - "12. Insert the following as paragraph 11:
- "'11. Authorizes the Committee, in the spirit of resolution 847 (IX), and in order to clarify its reports and improve their scientific and technical character, to make appropriate references in its functional studies to groups or categories of territories having similar problems or features in common as a result of such factors as their stage of advancement, their economic and social structure or their geographic location.'
- "13. Renumber the original paragraph 8 as paragraph 12."
- 94. The representative of Brazil considered that the Committee's work was indispensable in promoting the advancement of Non-Self-Governing Territories and should therefore be renewed. The working paper which he had introduced represented an attempt to reconcile outstanding differences. The Administering Members as well as non-Administering Members had expressed views in the past to the effect that the technical work of the Committee had been useful. The representative of Brazil then explained the underlying reasons for the suggestions he had introduced in the working paper.
- 95. The representative of the United States of America supported the proposals contained in the Brazilian working paper as constituting a satisfactory basis for compromise. For his part, he would support any proposals which would continue the Committee's existence and obtain the continued co-operation of the two principal Administering Members represented on the Committee.
- 96. The representative of Peru favoured the continuation of the Committee for an indefinite period. The Committee was indispensable for the consideration of information furnished under Article 73 e and also to the promotion of international co-operation in the economic, social and educational fields in the Non-Self-Governing Territories. He, therefore, supported the proposals contained in the Brazilian working paper. With reference to paragraph 5 of the joint draft resolution, the representative of Peru was of the opinion

that the Committee should be authorized, with the consent of the Administering Members, to admit as observers indigenous persons appointed not by governments of Non-Self-Governing Territories, but by the local authorities of those Territories so indicated. With reference to paragraph 6 of the draft resolution, he would suggest the insertion of "prepared by the Secretariat on the basis" after the words "summaries and analyses".

- 97. The representatives of Australia, China, the Netherlands, the United Kingdom and the United States then indicated their views with respect to the three-Power draft resolution and the Brazilian working paper before the Committee.
- The representative of China submitted a number of arguments for and against the renewal of the Committee. On the one hand, there were the basic distinctions between Chapter XI and Chapters XII and XIII of the Charter in respect to submission of political information; doubts expressed as to the usefulness of the Committee's work; differences in opinion with respect to the application of Article 73 e of the Charter and restrictions placed upon the Secretary-General in the comparison of information transmitted. On the other hand, various provisions of the Charter; the views expressed on the usefulness of the Committee's work; the progress shown in the development of nonself-governing peoples; and the psychological effect on public opinion if the Committee were not renewed, constituted arguments for renewal of the Committee. The representative of China was of the opinion that the issues involved in the development of non-selfgoverning peoples were so important as to demand the casting aside of the various arguments referred to above. He urged that the Committee should be renewed for a further three-year period.
- 99. The representatives of Australia, the Netherlands, the United Kingdom and the United States, in varying degrees, were unable to accept the joint draft resolution in its present form, or as amended by the Brazilian working paper.
- 100. The representative of the United Kingdom stated that his Government remained opposed in principle to the existence of the Committee for which it saw no justification under Article 73 and which had not made any real contribution in the fields within its jurisdiction. The United Kingdom representative then referred to the provisions of the joint draft resolution to which his Government took exception. Paragraph 5 was unacceptable because, among other things, it would bring about a duality of representation if adopted. Paragraph 7 was similarly unacceptable since the inclusion of the middle phrase relating to Territories in a single regional group represented a fundamental change in the Committee's terms of reference.
- 101. The representative of Australia stated that his Government had participated fully in the work of the Committee. However, its expectations of the co-operation it would find in the Committee had not been entirely fulfilled; for example too much accent had been placed on political functions and too little on the technical functions of the Committee. There were, indeed, strong constitutional grounds for opposing the right of discussion of any questions relating to Non-Self-Governing Territories in the Committee and in the General Assembly. He then indicated his views in respect to the terms of the draft resolution and the

- Brazilian working paper. He was opposed to the reestablishment of the Committee on a permanent basis. He was also opposed to the inclusion of paragraph 5 partly on the grounds that the principle of unity of representation of Administering Members should not be violated and equally because the paragraph was made unnecessary by the existence of paragraph 4. Moreover, he expressed disapproval of consideration of problems and recommendations involving regional groups of Territories, since it was unlikely that this approach would help the Committee in its work, and might have the effect of singling out Territories or groups of Territories administered by one country.
- 102. The representative of the United States, in pursuance of the view of his Government that it was of major importance to secure the continuation of the Committee with the participation of the Administering Members, considered that the discussion indicated that the best course was to provide that the Committee should be renewed on the present basis.
- 103. The representative of the Netherlands for his part was also not opposed to a renewal of the Committee along its present lines, but not along those which had been proposed in the joint draft resolution. The representative of the Netherlands indicated that, in particular, renewal of the Committee for an indefinite period and the inclusion of paragraph 5 of the draft resolution were unacceptable. Moreover, the Netherlands representative was also opposed to any reference in paragraph 7 involving the consideration of problems and recommendations concerning regional groups of Territories. The inclusion of such a reference would give rise to endless confusion and discussion as to the precise delineation of regional groups.
- 104. The representatives of China and the United States then introduced amendments to the three-Power draft resolution (A/AC.35/L.215), the text of which was as follows:
 - "1. In substantive paragraph (1) of the three-Power draft add, at the end of the paragraph, the words: 'on the same basis for a further three-year period'.
 - "2. Delete paragraph 5.
 - "3. In paragraph 7, delete the words: 'or where common Territories in a single regional group'."
- 105. Further statements were made by the representatives of Australia, Brazil, Burma, France, Guatemala, India, Iraq, Peru and the United States.
- 106. The representative of India, in defending the draft resolution, was of the opinion that its provisions subscribed fully to the spirit of Article 73. With reference to paragraph 5, he thought it useful that observers from the more advanced territories should participate in the work of the Committee, since they could contribute considerably to its deliberations. He would suggest a small amendment in the first line of paragraph 5 of the draft resolution so that it would read: "Authorizes the Committee, with the consent of the Administering Members concerned,".
- 107. The representative of Iraq viewed the draft resolution and the Brazilian working paper as being expressions of moderation. With reference to the draft amendments introduced by China and the United States, he could accept the first amendment but would have to abstain on the second and third amendments.

- 108. Ine representative of Brazil referred to statements made by Administering Members in past meetings of the Fourth Committee of the General Assembly in order to illustrate their endorsement of many of the points reflected in the draft resolution, and in the Brazilian working paper. He was prepared to agree to the renewal of the Committee for a further three-year period as a means of reconciling the divergent views in the Committee.
- 109. The representative of the United States expressed the fear that while the Brazilian working paper would have been acceptable to his delegation, its approval might have the effect of bringing about the withdrawal of some of the Administering Members from the Committee.
- 110. The representative of France recalled the desire of his Government to fulfil the obligations contained in Chapter XI of the Charter toward the Territories under its administration, but that it was unwilling to go beyond the terms of the Charter to which it had originally subscribed.
- 111. The representative of Guatemala, although favouring the draft resolution as it stood, would have accepted as a measure of conciliation, the Brazilian proposals had the Administering Members also accepted them. He had abstained from discussing the substance of the question because he realized the difficulty of obtaining a resolution which would meet the approval of all Members. He would, however, agree to the renewal of the Committee and the extension of its terms of reference.
- 112. By a vote of 4 in favour, 2 against and 5 abstentions, the Committee decided to take an immediate vote on the joint draft resolution and amendments proposed by China and the United States.
- 113. The representative of India requested that a vote be taken paragraph by paragraph.
- 114. The representative of Peru requested that the first amendment proposed by China and the United States be voted on separately, first on the phrase "on the same basis" and on the phrase "for a further three-year period".
- 115. The vote on the joint draft resolution as amended by the representatives of China and the United States was as follows:

Paragraph 1 of the preamble was approved by a vote of 11 in favour, none against and 2 abstentions;

Paragraph 2 of the preamble was approved by a vote of 8 in favour, none against, and 5 abstentions;

In operative paragraph 1 the addition of the words "on the same basis" was approved by a vote of 8 in favour, none against, and 5 abstentions;

In operative paragraph 1 the addition of the words "for a further three-year period" was approved by a vote of 9 in favour, none against, and 4 abstentions;

Operative paragraph 1, as amended, was approved by a vote of 10 in favour, none against, and 3 abstentions;

Operative paragraph 2 was approved by a vote of 11 in favour, none against, and 2 abstentions;

Operative paragraph 3 was approved by a vote of 10 in favour, none against, and 3 abstentions;

Operative paragraph 4 was approved by a vote of 9 in favour, one against, and 3 abstentions;

The deletion of operative paragraph 5 from the draft resolution of Burma, India and Iraq, was approved by a vote of 6 in favour, one against, and 6 abstentions;

Operative paragraph 6 was approved by a vote of 10 in favour, none against, and 3 abstentions;

The deletion of the words "or where common to Territories in a single regional group" from operative paragraph 7 was approved by a vote of 6 in favour, none against, and 7 abstentions;

Operative paragraph 7, as amended, was approved by a vote of 8 in favour, none against, and 5 abstentions;

Operative paragraph 8 was approved by a vote of 10 in favour, none against, and 3 abstentions.

- 116. The draft resolution as a whole, as amended, was approved by a vote of 9 in favour, none against, and 4 abstentions.
- 117. The text of the resolution as adopted by the Committee is given in annex II.
- 118. The representatives of Brazil, Burma, China, France, Guatemala, India, Netherlands, and New Zealand gave explanations of their votes on the resolution.
- 119. The representative of the United Kingdom stated that his Government was opposed to the further extension of the Committee. His abstention should not be construed as indicating any change in the attitude of his Government in respect to the Committee if renewed by the General Assembly at its next session.
- 120. The representative of France associated himself with the views expressed by the representative of the United Kingdom and considered that paragraph 4 was discriminatory as between indigenous and non-indigenous persons.
- 121. The representative of India voted in favour of the first amendment, abstained from the second and third amendments and voted for the resolution as a whole, as amended. He reserved the position of his Government in respect to any future action to be taken in the Fourth Committee of the General Assembly.
- 122. The representative of Burma abstained and reserved the position of 'is Government in respect to any future action to be taken in the Fourth Committee of the General Assembly.
- 123. The representative of Guatemala abstained on the first part of the first amendment, voted in favour of the second part of the first amendment, abstained on the second and third amendments and voted in favour of the resolution as a whole. He reserved the position of his Government in respect to any future action to be taken in the Fourth Committee of the General Assembly.
- 124. The representative of the Netherlands voted in favour of the resolution as amended and reserved the position of his Government in respect to any future action to be taken in the Fourth Committee of the General Assembly.
- 125. The representative of China, in co-sponsoring the amendments to the draft resolution, had been motivated by a desire to achieve agreement on the renewal of the Committee without prejudice, however, to his position in respect to "indigenous participation" and "regional aspects".
- 126. The representative of Brazil voted in favour of the resolution as amended. His vote should not be

construed as favouring all those paragraphs of the resolution as amended but simply as a vote in favour of the renewal of the Committee.

127. The representative of New Zealand voted for the resolution as amended as well as for each of the amendments. He also expressed the view that the work of the Committee was useful.

XIV. Future studies relating to Non-Self-Governing Territories: (a) Functional fields; (b) Regional aspects

128. In accordance with General Assembly resolutions 218 (III) and 846 (IX), full summaries and analyses of information transmitted under Article 73 e should be provided to the General Assembly in 1956, and under the system established by resolution 333 (IV), 1956 would be a year in which special attention would be paid to educational conditions. Following indications expressed in the Committee, the Secretariat had prepared a note (A/AC.35/L.213) setting out a provisional list of subjects in the field of education, which would form the basis for the work programme of special studies in 1956. It was understood that the Secretary-General would have wide latitude in planning these studies in which he would seek the collaboration of the specialized agencies concerned.

- 129. General Assembly resolution 847 (IX) requested the Committee to consider matters relevant to the examination of information on problems common to regional groups of Non-Self-Governing Territories. Information was furnished the Committee on the methods followed in the preparation of summaries and analyses, and it was noted that in the studies for 1956 the information would continue to be treated and classified according to the principal topics, the Administering Member concerned, or the geographical group of Territories, as might be most appropriate in each case.
- 130. In addition, the Committee, in accordance with the provisions of resolution 847 (IX), was asked to study points arising out of any regional treatment of information from Non-Self-Governing Territories.
- 131. The account given in the present report of the discussions and votes on the draft resolution relating to the renewal of the Committee on Information from Non-Self-Governing Territories outlines the consideration given by the Committee to those questions. In the original text moved by the representatives of Burma, India and Iraq, it was provided that the Committee would be authorized to submit such substantive recommendations as it might deem desirable relating to functional fields generally "or where common to Territories in a single regional group" but not with respect to individual Territories. In the working paper submitted by the representative of Brazil. the possibility was suggested of amendments which would have deleted the reference to problems in a single regional group and have added a new paragraph authorizing the Committee, in the spirit of resolution

- 847 (IX), and in order to clarify its reports and improve their scientific and technical character, to make appropriate references in its functional studies to groups or categories of Territories having similar problems or features in common as a result of such factors as their stage of advancement, their economic and social structure or their geographic location.
- 132. As indicated above, the Committee voted on an amendment moved by China and the United States of America and by 6 votes to none with 7 abstentions voted to delete the words "or where common to Territories in a single regional group", which figured in the original three-Power draft resolution.

XV. Amplification or amendment of the Standard Form for the transmission of information

- 133. During the preliminary discussions on social conditions in Non-Self-Governing Territories, suggestions were made by the representatives of Burma, China and Iraq that the Standard Form for the guidance of Members in the transmission of information under Article 73 e should be amended to provide for the furnishing of information on various aspects of community development. This question was considered in the Sub-Committee on social conditions, but, since the problem of any amendment of the Standard Form constituted a separate item on the agenda, the matter was referred back to the Committee without any specific recommendation.
- 134. At the 129th meeting of the Committee, the representative of Guatemala suggested that, since many valuable experiments in relation to community development were being carried out in many Non-Self-Governing Territories and should receive far wider attention, annual information should be requested regarding them under the Standard Form, and the General Assembly should accordingly so amend the Standard Form. In particular, he considered that such information should relate to the central administrative structure for community development in the Non-Self-Governing Territories, the administrative planning on the local level, action taken for the training of community development officers and local leaders and the facilities offered to acquaint the people and those engaged in social activities in general with the objectives and methods of the community development movement. The representatives of Brazil, Burma, China and India expressed their agreement that the amplification of the Standard Form in this sense should be considered by the General Assembly. The representatives of Australia, France and the United Kingdom reserved their right to comment on any amendment of the Standard Form that might be proposed in the General Assembly. No decision was taken by the Committee, as no formal proposal was put forward. The representative of India drew the attention of the Committee in this connexion to the current discussions in the Social Commission regarding community development, and suggested that they should be borne in mind in drafting any amendments.

ANNEX I

Agenda of the Committee

[te	m	Documents	Summary records A/AC 35/SR.
1.	Opening of the session	A/AC.35/Inf.11 and Rev.1, Inf.	107
2.	Election of the Chairman, Vice-Chairman and Rap-	12 and Rev.1, Add.1 and Rev.2	107
	porteur Adoption of the agenda Information on technical assistance in Non-Self-Governing Territories	A/AC.35/7 and Rev.1 and L.187 A/AC.35/L.201	107 108
5.	Economic conditions in Non-Self-Governing Territories: Questions arising out of the 1954 report on Economic Conditions in the Non-Self-Governing Territories	A/2729 and ST/TRI/SER.A/ 9/Add.1	109, 110
6.	Social conditions in the Non-Self-Governing Territories: (a) General developments considered in the light of the 1952 report on Social Conditions in Non-Self-Governing Territories	A/AC.35/L.210 and L.214 A/2219 and ST/TRI/SER.A/ 7/Add.2	109, 110, 111, 112, 113
	(b) Social effects of urbanization and industrialization(c) Community development	A/AC.35/L.190 and L.194 A/AC.35/L.188	110, 111, 112 112, 113, 114, 115
	 (d) Race relations (e) Aspects of employment problems (f) Factors in the consideration of standards and levels of living (g) Public health; 	A/AC.35/L.193 A/AC.35/L.195 and L.196 A/AC.35/L.198 and L.207	115, 116, 117 116, 117, 118 116, 118
	(i) Trends and factors in relation to mortality	A/AC.35/L.190 and Corr.1	118, 119, 120,
	(ii) Principal communicable diseases	A/AC.35/L.205	121, 122 118, 119, 120,
	(iii) Major developments in public health admin- istration	A/AC.35/L.203	121, 122 118, 119, 120,
	(iv) Training of medical personnel	A/AC.35/L.192 and Corr.1	121, 122 118, 119, 120,
	(v) Environmental sanitation	A/AC.35/L.204	121, 122 118, 119, 120,
	(vi) Nutrition and health	A/AC.35/L.202	121 119, 120, 121, 122
7.	(h) Other questionsEducational conditions in Non-Self-Governing Territories:		121
	(a) Technical and vocational training(b) General	A/AC.35/L.197 A/AC.35/L.200 and Add.1, L.208 and Add. 1	121, 122, 123 121, 122, 123
8.	Future studies relating to Non-Self-Governing Territories:	L.200 and Add, 1	
	(a) Functional fields(b) Regional aspects	A/AC.35/L.213	124, 128
9.	Question of the renewal of the Committee on Informa- tion from Non-Self-Governing Territories	A/AC.35/L.191 A/AC.35/L.199, L.209, L.211,	124, 128 123, 124, 127
10.	Representation on the Comimttee and participation of indigenous representatives	L.215 A/AC.35/L.189 and Add.1	128 123, 124, 128
11.	Communication by the Netherlands Government relating to the cessation of the transmission of information under Article 73 e of the Charter in respect of Netherlands Antilles and Surinam	A/AC.35/L.206	125, 126
12.	Procedures for the consideration of communications relating to the cessation of the transmission of information [General Assembly resolution 850 (IX)]		129
13.	Amplification or amendment of Standard Form for the transmission of information		129
14.	General questions relating to summaries and analyses, additional to any treated under previous items	A/2892, A/2893, A/2894, A/ 2895 and Add.1 and 2, A/	122, 123
15.	Approval of the report to be submitted to the General Assembly	2896, A/2898 A/AC.35/L.212 and Add.1, Add.2, Add.3	130

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 SOCIAL CONDITIONS IN NON-SELF-GOVERNING TERRITORIES

The General Assembly,

Considering that, by resolution 643 (VII) adopted on 10 December 1952, it approved the report on social conditions in Non-Self-Governing Territories,

Noting the further report prepared in 1955 by the Committee on Information from Non-Self-Governing Territories on social conditions in these Territories,

- 1. Approves this further report as a supplement to the report approved in 1952;
- 2. Invites the Secretary-General to communicate the report, 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.
- B. Draft resolution on renewal of the Committee on Information from Non-Self-Governing Territories

The General Assembly,

Having considered the work of the Committee on Information from Non-Self-Governing Territories which was constituted by resolution 332 (IV) adopted by the General Assembly on 2 December 1949,

Recognizing the value of further constructive work by the Committee in the interests of the advancement of the peoples of Non-Self-Governing Territories and the attainment of the objectives set forth in Chapter XI of the Charter,

- 1. Decides to continue the Committee on Information from Non-Self-Governing Territories on the same basis for a further three-year period;
- 2. Decides that as provided in resolution 332 (IV) and 646 (VII), the Committee should be composed

of those Members of the United Nations transmitting information in accordance with Article 73 e of the Charter and of an equal number of non-administering Members elected by the Fourth Committee on behalf of the General Assembly on as wide a geographical basis as possible;

- 3. Invites the Members of the Committee to continue to attach to their delegations persons specially qualified in the functional fields within the Committee's purview;
- 4. Invites the Members administering Non-Self-Governing Territories to attach to their delegations indigenous persons specially qualified to speak on economic, social and educational policies in the Non-Self-Governing Territories;
- 5. Instructs the Committee 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 of information on measures taken in pursuance of the resolutions adopted by the General Assembly concerning economic, social and educational conditions in the Non-Self-Governing Territories;
- 6. Instructs the Committee 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;
- 7. Considers that the Committee should, without prejudice to the annual consideration of all the functional fields enumerated in Article 73 e of the Charter, give special attention to educational, economic and social conditions in turn and should consider the information transmitted in respect of these questions in the light of the reports approved by the General Assembly on such conditions in Non-Self-Governing Territories.

Part Two

REPORT ON SOCIAL CONDITIONS IN NON-SELF-GOVERNING TERRITORIES¹

I. Introduction

1. The Committee on Information from Non-Self-Governing Territories consists of the Members of the United Nations which, as responsible for the admin-

¹ The draft of the report was prepared by a sub-committee of the Committee on Information from Non-Self-Governing Territories composed of the representatives of Australia, Burma, China, France, Guatemala, India, the United Kingdom and the United States of America.

The members of the delegations who served on the Sub-Committee were: Australia: Mr. A. H. Loomes and Mr. R. N. Hamilton; Burma: Mr. U Hla Aung; China: Mr. Hsi-kun Yang; France: Mr. M. de Camaret, Mr. G. Dulphy, Médecin-Colonel Bernard and Mr. Deniau; Guatemala: Mr. E. Arenales; India: Mr. R. Jaipal; the United Kingdom: Sir Eric Pridie, Mr. W. H. Chinn and Mr. E. G. G. Hanrott; the

istration of the Territories, transmit information in accordance with Article 73 e of the Charter, together with an equal number of non-Administering Members of the United Nations elected by the Fourth Committee on behalf of the General Assembly. The Com-

United States of America: Mr. C. C. Strong. The representatives of FAO, ILO and WHO also participated in the work of the sub-committee.

The officers of the Sub-Committee were: Chairman: Mr. E. Arenales (Guatemala) and Vice-Chairman: Mr. A. H. Loomes (Australia).

The Sub-Committee set up a working group to draft sections on public health; this working group was presided over by Sir Eric Pridie (United Kingdom) and comprised Médecin-Colonel Bernard (France); Mr. E. Arenales (Guatemala); Mr. R. Jaipal (India) and the representatives of FAO and WHO.

mittee examines summaries and analyses of information on economic, social and educational conditions in the Non-Self-Governing Territories. It is invited to submit to 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". (resolution 332 (IV)).

- 2. In 1952, the Committee prepared a special report on social conditions in Non-Self-Governing Territories.2 The General Assembly, by resolution 643 (VII), adopted on 10 December 1952, approved the report as a brief but considered indication of social conditions in the Territories and of the problems of social development. It 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 specialized agencies of the United Nations. The report was so communicated. The Committee on Information from Non-Self-Governing Territories was informed that, as a general practice, the Administering Members concerned have transmitted the report to the territorial authorities in the Territories for which the Member is responsible.
- 3. The General Assembly in 1952 also adopted resolution 644 (VII) concerning racial discrimination in Non-Self-Governing Territories. The principles contained in the resolution had been examined in the report on social conditions. Their enumeration was designed to show still more clearly the General Assembly's desire to indicate how situations of racial discrimination contrary to the principles of the Charter and of the Universal Declaration of Human Rights may be met by appropriate measures of reform.
- 4. In 1955, in accordance with the programme of work laid down in General Assembly resolution 333 (IV), the Committee was again called upon to pay particular attention to social conditions in the Non-Self-Governing Territories. It has undertaken the examination of some of the main social problems arising with the development of the Non-Self-Governing Territories and some of the principal programmes of social advancement, on the basis of the information transmitted by the Members responsible for the administration of the Territories and in the light of the views expressed by the Committee and the General Assembly in 1952. In so doing, the Committee took into account resolution 645 (VII) by which the General Assembly expressed the hope that the Administering Members would furnish information on any action taken to bring the Committee's report to the attention of the authorities responsible in the Territories for the implementation of educational, economic and social policy, and also information on any problems which may arise in giving effect to the general views expressed in the reports.
- 5. The Committee had before it reports prepared by the United Nations Secretariat on various aspects of social conditions based on the information transmitted to the Secretary-General. It also had a number of studies prepared by specialized agencies. These documents are listed in the annex to this report, and, to-

gether with the summary records of its discussions on social conditions in Non-Self-Governing Territories, should be regarded as essential to a fuller understanding of the present report.

In connexion with these discussions, the Committee wishes to record its appreciation of the assistance it received in the form of supplementary information and explanations on conditions in the Non-Self-Governing Territories from the representatives of Australia, France, the Netherlands, New Zealand, the United Kingdom and the United States of America. By resolution 745 (VIII), the General Assembly commended the action of Members which had included specialist advisers in their delegations to the Committee, and expressed the hope that the practice of appointing specialist advisers would be extended. The Committee on this occasion had the advantage of such advisers attached to the delegations of France, the Netherlands, the United Kingdom and the United States of America, and notes the valuable assistance that it received from them. Finally, similar help was received from representatives of the non-Administering Members who provided information on policies and programmes of which they had had experience and which threw light on comparable problems in Non-Self-Governing Territories.

II. Principles of policy

- 7. In its previous reports on economic, social and educational conditions in the Non-Self-Governing Territories, the Committee referred to Articles 1, 55 and 73 of the Charter of the United Nations. It considers that once again these Articles should be noted. They are the principles which should govern any United Nations discussions of conditions in these Territories. As it stated in 1952, these principles, and also the declarations of national policy of the Administering Members, emphasize, as of primary importance in the administration of Non-Self-Governing Territories, the interests of the inhabitants which are recognized as paramount by Article 73 of the Charter.
- The Committee in 1952 went on to express the opinion that, in speaking of the inhabitants, it had in mind all peoples resident in a Territory who considered their future and the future of their children to be bound up with the welfare and the progress of the Territory and the welfare and progress of all the inhabitants. The contention has sometimes been advanced that the provisions of Article 73 of the Charter are directed to those inhabitants who at various times have been called the Native or the indigenous inhabitants in contradistinction to more recent immigrant stock. The terms of the Charter speak of inhabitants without qualification, but the Committee is concerned mainly with the welfare of those inhabitants who form a less advanced sector of the population which requires special attention in approaching the solution to problems of social advancement.
- 9. The Committee considers that social advancement and all other aspects of the advancement of Non-Self-Governing Territories must be regarded as interrelated and as requiring co-ordinated measures towards the attainment of the objectives of Chapter XI of the Charter and in particular, the objectives contained in Articles 73 a and b.
- 10. For practical reasons also, it is necessary to accept a broad definition of social development, since

² Official Records of the General Assembly, Sixth Session, Supplement No. 18 (A/2219), Part Two, pp. 15-26.

this development, if not thought of in isolation, requires the support of economic foundations and the stimulus of territorial objectives.

11. The Committee sees considerable merit in the broad definition of social development which is indicated in the following passage recording informal discussions undertaken in England in 1954:3

"By Social Development we mean nothing less than the whole process of change and advancement in a territory, considered in terms of the progressive well-being of society and of the individual. It may be objected that this concept is so general and so fundamental to all the tasks of any government that it is incapable of short definition; but we nevertheless consider it important that the term should be used in order to keep constantly before the eyes of administrations and departments the need to foster a common objective and to co-ordinate their activities with that objective in view. This need applies equally to all departments charged with developmental functions and not merely to those whose operations are economic rather than social in the narrower sense. On the other hand, we cannot emphasize too strongly that social development is not just the sum of developmental activities carried out by those agencies usually grouped under the heading 'Social Services'. It covers and informs the economic, social, political and cultural fields."

- 12. The Committee said much the same in commenting on economic conditions in 1954. It claimed that a sound economic policy must be part of a general pattern, of which social and educational policies are other essential parts. The people living in healthy surroundings, protected against disease, adequately fed and housed, with their moral and intellectual needs provided for, will be able to adapt to their own purposes modern techniques of production, and sustained progress can best be achieved through the attainment by the peoples of the Territories of a full share in the formulation of policies and in the planning and implementation of programmes of development.
- 13. The direct action taker by public authorities to provide social assistance may conjure up among the peoples the illusion that Government will provide for all needs and bear all reproaches when the needs are not satisfied. For this reason again, it is essential to associate the inhabitants of the Non-Self-Governing Territories in the efforts of the administrations to encourage leadership and to seek the collaboration of the leaders and the support of the people in the development of social policy and the implementation of social programmes. "To bring to every community a vision of the better way of life which, by their own efforts, they could build for themselves" points to an attitude which all concerned with social policy should encourage to the fullest possible extent.
- 14. Furthermore, social policy must be based on a recognition of the importance of human individuality and the dignity of man expressing his individuality in the service of the social communities. Social progress cannot be considered as no more than an accumulation of material factors; it depends more vitally on individual reactions to external influence; in many of the Non-Self-Governing Territories it depends on the re-

action of those who are losing their attachments to traditional life and habits and are more and more meeting the influences from the outside world. Social development is not only determined by increased goods and by improved public services. It must take full account of spiritual needs.

- 15. In many instances, these spiritual needs are at present made all the more acute by a weakening of the sense of solidarity of the group. Cultural contacts have brought new ideas. They have also brought about a loss of old ideals. Man in a changing society finds that certain of his traditional loyalties may become unwanted burdens as he seeks the broader loyalties of modern life. Although the development of modern governmental authorities offers new opportunities, it is also a challenge to traditions, and the normal problems of bringing into operation new forms of local government have been complicated by the innate conflict between the old and new ideas.
- 16. In these phases, of chief importance will be the family, the measures that can be taken for the maintenance of its loyalties, and for its adaptation to changed conditions. There can be no success in fostering or in preserving individual self-reliance unless there is a strengthening and deepening of human relations within the family and the extension of the consequent loyalty to broader groups provided by the local community, local clubs and societies, and centres of territorial life. In the process the primary importance of the family as the basic social unit in a stable and progressive community cannot be over-stressed. The family does not live in isolation. In conditions that have passed or are passing, the family or the extended family produced all that was needed, or all that could be produced for living needs. It provided a form of social assistance for the sick, the old and the orphaned. With alternative and more attractive means of livelihood, family obligations in the traditional sense may disintegrate; or the principal and most enterprising earners in the family may find themselves overburdened with obligations resulting from a family relationship which has lost its basic characteristics. The family accordingly needs to be strengthened as a vital part of the new society, so that a new community feeling can develop based on a sense of belonging. This will engender a new code of behaviour involving feelings of obligation, personal values and codes of conduct.
- In the evolution of social policy in the Non-Self-Governing Territories, the first call for public effort laid stress on the development of the Territories' resources, on the provision of economic equipment, and on the expansion of productivity. With economic development, with its successes as with its failures, social problems assume pre-eminent importance. Social programmes have to be adopted and applied, intended not only to overcome long-standing problems of ill-health and poverty but also problems of social adjustment emerging with economic change. The opening of communications, the development of industry and trade, the adoption of a cash economy and general economic progress have tended to disrupt established forms of social organization and traditional responsibilities and ideals. They have called, and still call, for a number of remedial methods. Public welfare services are required to cover such matters as family, child and youth welfare, the care of homeless and delinquent children, the relief of distress and provision for old age. Much has been done in a number of the Territories. Very much

^{*}United Kingdom: Colonial Office, Social Development in the British Colonial Territories, Report of the Ashridge Conference on Social Development, 3rd to 12th August, 1954, p. 14.

more needs to be done and increasing recognition is needed for the importance of extending social security measures and social medicine.

- 18. The objectives of particular programmes of social policy may often be, or appear to be, short-term, so that they are within the understanding and reach of the people. This concept must be subject to the consideration that the cure of immediate and obvious evils may be of limited importance if steps are not also taken to remove the basic causes of the evils. Policy needs to be based not on a choice between cure and prevention but on the integration of these two as complementary aspects of a single programme.
- 19. In recent years, and to a noteworthy extent even since the Committee's report of 1952, there have been a number of trends of policy gaining force in several of the Territories where active policies of social development are being pursued. These may be summarized as the fuller participation of the people in social programmes, the extension of measures for the prevention of social evils, the extension of efforts to the rural populations, increased co-ordination in social policies and as between social and other aspects of public policy, provision for training of qualified social workers and the development in those fields of international and regional co-operation.
- 20. In these processes wide use needs to be made of the services of non-governmental organizations. They have in many cases preceded the government in the field of remedial action; they have contributed and have much to contribute in constructive prevention. It is essential that governmental social development services, central and local, should work in closest co-operation with these organizations. In particular, it may be of service in appropriate cases to establish or encourage the establishment of councils of social services whereby the interests of non-governmental organizations can be made known and their effective co-operation secured. In some Territories, such councils have been found to be effective.
- 21. In non-governmental organizations, as in the government services, the consent and whole-hearted support of the inhabitants of the Territories must be sought through the stimulation of their own aspirations and through their education as to the means by which they can realize these aspirations. In many different forms this thought has been expressed before and will be expressed again. It should be a constant and vital feature of any social planning that aims at more than furnishing palliatives for immediate evils or perpetuating a paternalism that will prevent the development of local and territorial initiative.
- 22. With the appeal to the inventiveness and enterprise of the inhabitants and with the assistance of varied social organizations, it should be the objective to develop an integrated general policy. In this policy diversification of methods and emphases may be inevitable, for the inhabitants will be formulating policies to meet the problems which they themselves regard as of chief urgency. This diversification in social effort and the varied character of the immediate projects that will be adopted, do not detract from the necessity for long-range plans aiming at the co-ordination of all social projects in a programme, integrated with economic action designed to improve living conditions and allied to educational action designed to increase

- the individual strength of the inhabitants and their common sense of civic responsibility.
- 23. As discussions have developed in the Fourth Committee of the General Assembly and in the present Committee, on economic, social and educational conditions in the Non-Self-Governing Territories, the objectives of these aspects of policy have been indicated.
- 24. In 1953, the following objectives of education in the Non-Self-Governing Territories were included in resolution 743 (VIII):
- (a) To develop moral and civic consciousness and responsibility among the peoples, and to enable them to take an increasing share of responsibility in the conduct of their own affairs;
- (b) To raise the standards of living of the peoples by helping them to improve their economic productivity and standards of health;
- (c) To promote the social progress of the Territories, taking into account the basic cultural values and the aspirations of the peoples concerned;
- (d) To secure the extension of the intellectual development of the peoples so as to provide for them access to all levels of culture.
- 25. In 1954, this Committee in its report to the General Assembly (paragraph 17) affirmed 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 purchasing power, and to increase the total wealth of each Territory in order to make possible a higher standard of social services and administration. From this fundamental aim the Committee enumerated 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, 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.

- 26. The Committee this year considers it useful to follow a similar course and to enumerate the principal aims of social policy in the Non-Self-Governing Territories. It holds that social policy in the Non-Self-Governing Territories should be designed:
- (a) To study, alleviate and remedy the social problems which now face all communities, having particular regard to the problems arising from the contact of cultures and economic, political and social changes;
- (b) To watch trends and policies in all aspects of development in order to anticipate and guide so far as is possible their effects in the best interests of the individual and the community:
- (c) To develop programmes of social policy, to establish and encourage the establishment of social organizations which will take account of the basic cultural values and aspirations of the peoples concerned;
- (d) To seek means by which the moral and civic consciousness and responsibility of the peoples will be developed so that they will take an increasing share in the conduct of their own affairs and, to an increasing extent, form and direct their own social programmes in harmony with universal ideals of human betterment and their own cultural characteristics;
- (e) To stimulate or encourage initiative in the organization of, or participation in, schemes of community development or other forms of community effort, as effective instruments toward the progressive well-being of society and of the individual;
- (f) To develop the family so that as a basic social unit it will contribute effectively to the welfare of its members and to meeting the needs of the local and territorial community;
- (g) To provide for the enjoyment of the highest attainable standard of health, considered as a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity, so as to promote general physical and mental development:
- (h) To improve living conditions in the broadest fields of family and community life and to assist the peoples in the attainment of higher standards of living;
- (i) To encourage a balanced progress of all sections of the community;
- (j) To achieve an integrated society on the basis of the free contributions of each section of the community;
- (k) To co-ordinate all programmes of social policy in order to achieve the above purposes.

III. Urbanization and industrialization

27. The social effects of urbanization and industrialization are of vital concern in the numerous Territories where industrial development is taking place at an almost unprecedented rate. In the early days of the industrial revolution in western Europe and America, technical progress seemed much more important than the improvement of living conditions. The resulting social problems, the slums, the insanitary conditions, above all the loneliness and soullessness of life in the big towns still leave their legacies of problems. In those Non-Self-Governing Territories where similar processes are taking place at a rapid pace, the social effects of changes are of particularly vital concern for the future and the well-being of the Territories. This is not only on account of the numbers of

- people directly involved, but primarily because of the way in which these processes affect, or are likely to affect, the whole society, rural as well as urban. In the towns, economic and other factors introduced by the expansion of the modern economic system attain their maximum development, leading to the concentration of influences which must either substantially assist or impede the progress and modernization of the whole country.
- 28. The chief causes for the attraction to urban centres are furnished by economic and psychological factors. The towns provide facilities for production and trade; they create a demand for man-power all the more potent when the interior fails to provide a prosperous agricultural life. Drawn by these economic attractions, the people hope to find in the towns the advantages of the material civilization of the West. They are tempted to consider the social institutions of the town as more important than those of their village, to emancipate themselves from village responsibilities without accepting urban duties. Although in numbers the rural masses still predominate, urbanization and industrialization are the stronger factors in social change in many of the Non-Self-Governing Territories.
- 29. The important feature, which contributes to the gravity and dimension of the urban problems, is the speed at which industrialization and urbanization are taking place. Changes which took 150 years to develop in the West are now taking place within the lifetime of a single generation. Towns are springing up almost overnight and the older towns are expanding at a rate which renders difficult any orderly process of town planning. Moreover, in most of the Non-Self-Governing Territories of Africa these changes are happening in societies still based on a primitive agricultural economy and bound by tribal law and custom.
- The towns act as a magnet. They tend to draw the most enterprising elements from the rural areas. Sometimes as a result, agricultural production declines which may lead to shortages and high costs of living in the towns. Another effect may be a disintegration of the traditional structure in the countryside. At the same time in the towns the people lose contact with their own society and are deprived of the feeling of group solidarity. The disintegration of divided families and of family and other social groups is one of the consequences. The economic unit formerly represented by the rural family can no longer be maintained. The parental authority is undermined first by the mere fact of separation and then by the economic independence afforded the young by their earnings. The traditional concept of marriage is also shaken. Marital unions, concluded outside the customary social framework and no longer assured by economic safeguards, are unstable, particularly as the status of women in society is deeply affected by the numerical disproportion between the sexes.
- 31. The word "detribalization" is often used to describe the phenomenon of assimilation to urban conditions in Africa. If the rejection of ties with the customary community is taken as the criterion, very few town dwellers may be regarded as entirely "detribalized". But the new generations grow up in ignorance of village traditions, and those who receive a school education acquire ideas which often conflict with the beliefs and customs of their family environment.

- 32. In this development, a factor of considerable importance is an incomplete and partial assimilation of the people who migrate to the towns to industrial employment and urban ways of life. In the early stages of industrialization, industries have been largely manned by migrant workers who come to earn cash for particular purposes and then return to their rural areas. Gradually the need for goods and services which can be obtained for money has spread, and more and more men leave their villages for work in the towns, and stay for longer periods. These workers, even though they become more familiar with urban life, have not only no training in industrial skills but as unskilled manual workers are not adapted to the rhythm of industrial life. Some receive training and fit themselves with success into the new conditions. Others remain in the towns, deprived of the support of traditional life, insufficiently paid for urban needs and faced with numerous material difficulties with respect to housing, food, transportation and social amenities.
- But the core of the social problem lies essentially in the changes which occur in the traditional family structure and the effects of these changes upon the behaviour of the individual. The disintegration of the traditional family system, with the breakdown of kinship solidarity, is a regular accompaniment of the transition to the urban environment, in which the very conditions of employment and residence militate against the reconstitution and continuation of the rural forms of family life. The old kinship obligations are easily renounced while the formation of new stable family bonds has to compete with preferences for individual independence and comfort. The weakness of the family bond and loose family structure which tend to become the dominant features of life among the transient towndwellers contribute to the social amorphousness of the urban agglomerations and impedes the development of a stable urban society. Integrated and interdependent units, based on kinship, break down into small and independent units. The transition to the new form, in which the family should be the firm basis on which broader relations can be established, finds a major obstacle not only in the social, but also in the material conditions of the urban situation, particularly where wage policies are based on the assumption that the families of the workers normally support themselves by the land in the rural areas. With the resulting predominance of males and the young average age of town-dwellers, the tendency towards improvised and flexible patterns of social relationships further affects the family relationship and the lack of stable family and organized family life hinders the emergence of public opinion which would set norms of behaviour between sexes, within the family, and within the community. The woman in particular is vulnerable to the changes imposed by urbanization. She is no longer supported by traditional customs and yet she has not found other recourses and may be left to every type of degradation and temptation, save where religion strengthens the network of tradition.
- 34. Another factor impeding the social evolution of the towns is the lack of cohesion and a community sense resulting from the heterogeneous composition of the populations. This is a feature common to such disparate urban groupings as traditional indigenous towns, which in some parts of Africa existed before the arrival of Europeans and which still remain immune from modern urban problems, and the large

- urban Territories in Asia which present problems of social administration demanding all the machinery of modern urban life. Different racial, ethnic or tribal groups live apart from each other, each in its own world, with little contact or interaction between them. The largest sections of the population, represented mostly by indigenous inhabitants of different tribal or ethnic origins follow interests and ways of life, derived from their non-urban parent cultures, in many cases sharply variant from each other. They are for the most part in the town but not of it.
- 35. The social effects of these changes, in their numerous ramifications and manifestations, are still imperfectly known. Much systematic social research may be needed to trace all the relevant implications of the industrial impact and of urban expansion upon the indigenous societies and to forecast the consequences of this impact for their future growth and to provide for future policy.
- 36. The Committee was informed that the study of the effects of industrialization has been on UNESCO's programme since 1950, and that a particular project has been undertaken with the co-operation of the International African Institute into conditions in Stanleyville in the Belgian Congo. Other activities of UNESCO in this field include the holding of a Conference of Social Scientists on the Social Impact of Industrialization and Urban Conditions in Africa, which met in 1954 at Abidjan (Ivory Coast), the establishment in co-operation with the International Social Science Council of the International Research Office on Social Implications of Technological Change and the publication of the manual Cultural Patterns and Technical Change, prepared by the World Federation for Mental Health. The Committee learned with interest of these studies and hopes that UNESCO, in collaboration with other organizations where appropriate, will expand its activities in this field and also hopes that national organizations engaged in social or sociological research will develop their studies in this field in collaboration with UNESCO.
- 37. This account of the problems that have arisen in some urban areas, and tend to arise in others, while it is not a description of particular situations, should not be read as dictated by pessimism. On the contrary, in many areas the migration from rural to urban centres and a change to urban life has been taking place for generations more to the profit than loss of the rural and urban communities and the Territories as a whole. If the movement is new, strange and dangerous, it is part of the adventure of change from which families and nations no less than individuals may benefit. Difficulties have been mentioned here, not in any idealization of past conditions but as a spur to constructive social efforts in what may prove to be the key situations to future progress and prosperity.
- 38. Whatever are the more specific problems of these highly diversified urban formations, the ultimate and all-embracing goal of social policy is the creation of conditions which will hasten and facilitate the evolution of the impermanent and badly integrated urban structures of the present transitional stage into stable and progressive urban communities. Imaginative social planning is required, giving full consideration to the needs of the family, planning new towns as whole social units in which the welfare of the community is regarded as of chief importance, and adapting existing

towns to meet the challenge of modern conditions and to solve the problems caused by rapid development.

- The attainment of these goals requires a close integration of the economic and social policy of development programmes in respect where feasible of whole Territories or regions. Evolution in the social pattern requires changes in the economic pattern; the economic pattern should be modified to promote social evolution. A substantial increase should be sought therefore, in the general productivity of the country through a greater output not only in industry but more particularly in the basic industry of agriculture. Another objective is the stabilization of the dual form of existence based on the old rural and the new urban. This stabilization makes of urgent necessity a modernization of the rural community in its economic, social and cultural life paralleling the progress achieved by the urban communities. Without such modernization, the attraction of the cities will continue to depopulate, in a chaotic and disorderly way, the stagnant rural areas, with a resulting decline in agricultural production and rising prices in the overcrowded towns. No less essential is the family and the restoration of its functional adequacy and institutional efficacy both in town and country. Among the other major factors needing careful attention is that of the professional adaptation of the rural migrant to the exigencies of modern production and the requirements of industrial employment. Lack of this adaptation contributes to the perpetuation of the migrant labour system and the growth of masses of people uprooted from their rural surroundings and attached only loosely to the urban residence and the new occupational structure.
- 40. Moreover, the process of industrialization should not be regarded as inevitably necessitating urbanization on the scale of the industrial revolution of the nineteenth century. In an age of new forms of power the technical means can be made available for rural and village industries which will bring industrialization to the countryside instead of training labour from the countryside.
- 41. This point was made by the Committee in 1951 in a report on economic conditions and problems of development in Non-Self-Governing Territories. In particular, the Committee noted that:⁴

"It may often be easier to raise capital for a number of small local enterprises than for single large plants located in larger towns. In rural areas and provincial centres, sources of capital may exist which it may not be possible to attract into investment unless the investment takes the form of local enterprise which is a part of the daily experience of the local population. Village and cottage industries are valuable examples of this type of development and in addition, provide opportunities for increased employment without the displacement of population associated with large industrial concentrations. Moreover, in small plants, a larger proportion of investment can be used for actual productive equipment. In contrast to the small manufacturing plant, largescale industry needs capital-consuming services such as workers' houses, power plants, administrative offices and large storage facilities."

42. Urban welfare policies, directed towards the improvement of living conditions, have developed

from action taken to deal with particular problems, frequently with each problem considered separately, according to its urgency. The first preoccupations of the administrations in meeting the needs of new or rapidly expanding towns have been to provide the basic public utilities and public health and educational services. Action in these fields has been accompanied or soon followed by the provision of some improved housing, the establishment of machinery for the relief of distress, the care of the homeless child, and the treatment of delinquency. While these problems are inseparable from urban conditions and remain a primary public responsibility, a broader concept of urban welfare is being accepted which stresses the long-term aims of social planning based on the recognition that the improvement of urban living conditions and the progressive evolution of urban society to modern forms, is not only a matter for direct administrative action, but also calls for profound changes in the traditional social structure and the reorganization of the changing society on a new basis.

- 43. Once again, this aspect of policy calls for emphasis on the basic importance of the family as the basic social unit. In so strengthening the family and adapting it to its new role the most important factors are, on the spiritual side, sound ethical education; and on the material side, good housing, secure employment and sufficient wages to keep the whole family. With these to assist, the family will be able to become part of the larger communities and to have an interest in the urban and national life. Local friendships, loyalties and interests will gradually grow and the formation of various clubs and societies will be a result and a contribution to a sense of community and shared interests. The smaller the community, the greater the sense of "belonging". Hence the importance of residential neighbourhoods, with their own schools, clubs, clinics, councils, etc., which break down an urban area into a number of smaller communities.
- 44. Where there are racial, religious, language, economic or social differences among the inhabitants of a town, the obstacles to the development of a sense of community can be tackled by trying to remove the differences by developing the points of contact. Hence the importance of inter-racial clubs and societies with common interests or purposes, mixed universities, and other educational and cultural institutions. Still more important are social service groups and welfare associations where persons of different races work together and where a feeling of fellowship among different kinds of people grows and persists.
- In 1952 this Committee discussed a number of points relating to the provision of suitable low-cost housing in the towns. This year it had before it the conclusion on economic and social aspects of workers' housing with particular reference to responsibilities for its provision reached by the ILO Committee of Experts on Social Policy in Non-Metropolitan Territories, and also noted the responsibility for the study of broader aspects of housing and town and country planning assigned to the United Nations. The present Committee did not therefore engage in any further examination of the details of housing policies which may be most relevant to urban conditions in the Non-Self-Governing Territories. It emphasizes, however, the basic social importance of rapid action to provide suitable housing particularly in the towns. It also has learned with appreciation that the Governing Body of

Official Records of the General Assembly, Sixth Session, Supplement No. 14, Part Three, para. 97.

the International Labour Office has authorized the Director-General:

- (a) To communicate the suggestions of the Committee of Experts to the Governments of the States Members concerned, requesting them to draw the attention of the Governments of the non-metropolitan territories to them;
- (b) To work out in close collaboration with the international and regional organizations concerned, making appropriate use of the Expanded Programme of Technical Assistance of the United Nations and the specialized agencies as far as possible, arrangements to ensure the fullest co-operation in giving to the Governments the maximum practical assistance in carrying out the Committee's suggestions.
- 46. In the general evolution of social services in towns in which the development of self-reliance and community loyalty among the inhabitants is a basic objective, concrete and co-ordinated programmes of action are needed on the part of the Government, municipal and non-official agencies concerned. Such programmes may require to be far more diversified than necessary in rural conditions. They will also need a more complex administrative organization with staff trained on a wide variety of forms of social action.
- In the information provided to the Committee the variety of social measures required in the larger towns was exemplified by the development of the work of the social services in Territories in Africa south of the Sahara under French administration. The extension of the social services to overseas Territories had been provided for by French legislation of November 1943. When local services were set up, their commitments proved to be so heavy and the problems facing them so serious and urgent that programmes of collective action became essential, particularly in the African towns. However, once the most pressing welfare needs were met, it became possible to direct attention to the prevention of social problems and to adjust the individual and the family to changed living conditions by educational action. In particular these services are developing principles which will guide their programmes for the replacement of the traditional customary assistance and for the social education of women and children in order to provide for their adaptation to new social forms. To achieve these ends the social services are directing their efforts towards general assistance and mass social education combined with specialized instruction in many fields. Assistance and social education for the detribalized are provided through social centres where home craft training activities for children and premises for meetings and cinema shows are available. Other activities which are being undertaken in some of the larger towns include the operation of community restaurants, child welfare centres, and municipal stores.
- 48. Examples of action taken within the social development programmes to establish remedial services and to take the first steps in measures of social security were supplied by a number of the Governments. Some indications of action in Territories under United Kingdom administration, for instance, show that in a number of Territories legislation based on United Kingdom legislation has been adopted for dealing with children and young persons deprived of a normal home life. The treatment of delinquency has been the concern in all Territories, and there are now few areas in the

Non-Self-Governing Territories under United Kingdom administration without legislation for juvenile courts or alternatives to imprisonment for the treatment of young offenders. Recently a work party has been appointed to examine the treatment of young offenders. As regards the relief of distress, many of the Territories, including all the major Caribbean Territories, have public assistance legislation and noncontributory old age pension schemes. Social security measures on a broader scale are being studied in several Territories. Information was also provided on measures taken in French Territories relating to abandoned or delinquent children; measures such as investigation into the question of child delinquency; provision of children's homes; the setting up of a probationary system and centres for the rehabilitation of delinquent children.

49. Many of the above measures cited merely by way of example apply throughout various Territories. They have been mentioned in the present section, since the conditions with which they attempt to deal are of chief urgency in urban conditions under the impact of industrialization.

IV. Community development

- Community development is a form of social development which in recent years has been the subject of much consideration among those responsible for the advancement of Non-Self-Governing Territories and which in some Territories has made striking progress in practice. In concept, it is neither a substitute for the expansion of government social services however much its specific projects may improve these services—nor is it a form of public action outside the scope of government planning and assistance. Community development is not a political movement but it is a phase in providing for the cconomic, social, cultural and political development of peoples, which is designed to promote better living for the whole community by stimulating the active participation and initiative of all members of the community. In its operations, the enterprise of unofficial groups is sought, and at the same time government services, territorial and municipal, are associated with local initiative and ever-all assistance is provided by the specialized advice of those with training in the particular techniques that are called into play.
- The concept of mass education corresponds closely to that of community development, or mass education may be regarded as a phase of community development. Starting from the need to supplement the educational structure and to provide for those who have had no effective schooling when young, it similarly embraces all forms of betterment that can be carried out with local resources and skills and with suitable assistance and stimulation. The co-operative movement operating for multiple purposes; agricultural extension services seeking the stimulation of local rural groups; rural reconstruction teams; the system of community colleges by which any type of education is provided which any group of people in the community may reasonably request; and various forms of rural welfare societies may have many of the characteristics of community development. Their principal aim is not so much to remedy any particular situation or to promote public works for any immediate need as to start a chain reaction of discussion, organization, action, achieve-

ment and renewed discussion of the next phase in development. The connexion is also close between community development and the evolution of democratic local government. Community development, moreover, while originally considered as predominantly a rural movement, may also apply to the towns, particularly in their early phases of development if the organization of municipal services is little advanced and is not being pressed for by an articulate public opinion.

- In law and practice and in the varying circumstances of the different Territories, particular provisions may have to be made for the various movements in which the concept of community development can be found. In this report it is not necessary to draw distinctions among the large number of developments which are contributing to the general stream of evolution. Nor is it helpful here to suggest in what particular circumstances it may be desirable to lay chief stress on educational, economic, health or other social projects. In all cases the general purpose will be to provide for a joint effort by government and people in which the initiative of the people will be encouraged until they themselves are in a position to take over control of the movement. This does not mean that community development should be discussed as if the term were synonymous with all forms of social development and welfare. On the contrary, the Committee sees community development as a marked advance upon mere ameliorative measures. In the sense that it emphasizes the role of the people themselves in promoting better living for the whole community, community development represents a new emphasis in the administration of Non-Self-Governing Territories. In addition to its social aims it provides training in local government.
- The results of community development programmes are in some areas spectacular. The people's capacity for participation and the development of leadership has outstripped official expectations, indicating the latent strength of local skills and loyalties that can be released under the impetus of those who can gain the support and strengthen the self-confidence of the local societies. In all such programmes a vital role is played by the local village worker. His personality, leadership and training often determine the success or failure of a project and, what may be of more importance, whether the completion of a project marks the end of community effort in that area or serves as an introduction to new measures and the assumption of greater responsibilities. With a successful leader and with the increasing challenge to the villages to accept and work out new responsibilities, even in areas regarded as backward and isolated, the community development movement has proved capable of bringing to life forceful and enterprising elements in the population.
- 54. It is imperative that community development should not be conceived as consisting merely of a series of isolated projects with the injection of self-help or as more intensive administration in selected areas along familiar and traditional lines. Undue emphasis on particular projects tends to confuse the issue, for, under the concept of community development, the execution of projects is not an end in itself but a contribution to the initiation of new projects and the growth of new ideas. Furthermore, unless organized as a broad movement of the people with the necessary adjustments and adaptation of the whole administrative

structure to the needs and impetus of the movement, community development may easily fail as a policy. Yet, the concept of community development as a popular movement extending throughout society as a territorial policy raises many problems. The relation of local progress through local action to the changes in the wider society, the kind and degree of the assistance to be provided by the government administration and the part to be played in the action by the government agencies and voluntary efforts need to be under constant examination.

- 55. One of the principal points to be emphasized in considering conditions in Non-Self-Governing Territories is the need for planning community development so that it will extend to more and more parts of each Territory. Although the system must take roots in the villages and in small groups of villages, isolated local movements may become sterile once the first initiative is lost. Local progress through local action should, therefore, be linked to changes in the wider society and the kind and degree of assistance to be provided by the central administration must also have in mind the development of a civic consciousness.
- As a popular movement, community development calls for the informed participation of the inhabitants, the co-operation of government services among themselves and with the inhabitants, the active assistance of leaders of public opinion and branches of the administration that do not form part of the specific development machinery and the creation of a corps of workers with special responsibilities for community development. All this points to the need for education and training in many different forms. The community development staff will require at the various levels professional training or special instruction in village tasks. The members of the general public who form part of the local community councils or teams will require initial training followed by refresher courses and frequent encouragement such as may be provided by visits to projects in their vicinity. The officers of the administration and the public representatives at higher than village level need to be imbued with a spirit of community development in their approach to their public duties.
- Even with a territorial movement providing an adequate administrative structure and suitable training for leaders of all types, it will remain necessary for community development policy and movements to be constantly surveyed with a view to ascertaining their place in the general evolution of the peoples concerned. While the search for community improvement will be unending, the community development movement should bring into play personal and mass attitudes so that the communities themselves, through their public or private organs of expression and action, will continue and expand the specific projects first stimulated from without in the initial stages of the movement. It may be expected that, once the emerging societies have reached a certain stage in their evolution towards selfexpression and self-government, their activities whether directed through government machinery, central or local, or through private societies, will cease to depend on persistent stimulation from without. They will tend to rely increasingly on the functioning of services established as a part of the framework of their local institutions.
- 58. While dependence of community development upon the participation of the people has been fre-

quently stressed, it seems that not enough emphasis has been placed on the fact that the value of this participation will often be determined by the nature of the general administrative structure. In many cases in the Non-Self-Governing Territories profound changes will be required in the dominant administrative practice. As community development progresses, the responsibility for particular aspects of its programmes should be transferred to the local government units and, ultimately, the result should be to induce the local government, supported by the people, to carry out and extend those services which were first brought to execution by the community development movement.

- 59. These two aspects of the community development movement—its extension in depth in the local government structure and its extension in area over the whole territory concerned—are of particular importance in the formulation of general policies for Non-Self-Governing Territories. There is here a radical departure from previous social welfare concepts and a realization of the integration of all forms of betterment as having economic, social and cultural objectives, together with a realization of the importance of seeking for the inhabitants of the Territories a means of self-expression in all these fields.
- 60. Community development is under active consideration by a number of countries and interesting accounts of the progress of community development in their countries were given by the representatives of Burma, China and India. It is also under consideration by the United Nations and specialized agencies as applicable to conditions in many independent countries, in several of which community development programmes are at present in course of implementation. This Committee is not directly concerned with conditions in these countries but needs, in the technical sphere, to take full account of the inquiries which are being conducted on a universal basis and of the technical information which is, through them, elucidated. Accordingly, it has noted, in particular, the following basic elements which are being submitted by the Secretary-General to the Social Commission of the United Nations as necessary for successful community development programmes.⁵
- (a) Activities undertaken must correspond to the basic needs of the community; the first projects should be initiated in response to the expressed needs of people;
- (b) While local improvements may be achieved through unrelated efforts in each substantive field, full and balanced community development requires concerted action and the establishment of multi-purpose programmes;
- (c) Changed attitudes in people are more important than the material achievements of community projects;
- (d) Community development aims at increased and better participation of the people in community affairs, revitalization of existing forms of local government and transition towards effective local administration where it is not yet functioning;
- (e) The identification, encouragement and training of local leadership should be a basic objective in any programme;
- (f) Greater reliance on the participation of women and youth in community projects invigorates develop-

- ment programmes, establishes them on a wide basis and secures long-range expansion;
- (g) To be fully effective, communities' self-help projects require both intensive and extensive assistance by the government;
- (h) Implementation of a community development programme on a national scale requires: adoption of consistent policies, specific administrative arrangements, recruitment and training of personnel, mobilization of local and national resources and organization of research, experimentation and evaluation;
- (i) The resources of voluntary non-governmental organizations should be fully utilized in community development programmes at the local, national and international level;
- (j) Economic and social progress at the local level necessitates parallel development on a wider national scale.
- 61. The Committee has also noted that a number of studies have been undertaken or are being planned by the United Nations and the specialized agencies on community development programmes and projects in various countries, including some of the Ncn-Self-Governing Territories. It will be pleased to receive, in due course, further information on these studies, and understands that in their execution account will be taken of the information transmitted under Article 73 e of the Charter as well as of the principles of social policy to which this Committee draws attention.
- 62. The Committee received much interesting information on community development programmes in a number of the Territories under United Kingdom and under French administration.
- For the Territories under United Kingdom administration, the concept of community development was endorsed officially by the metropolitan Government in 1948, although before that time programmes had been undertaken in some of the Territories and to a large extent the doctrine as it grew up has been based on experience in the field. Since 1948, in a number of Territories under United Kingdom administration community development projects and activities, carried out on a limited scale or on an experimental basis, have been integrated into this new concept of social policy expanded into national-scale programmes. Indicative of the trend was a conference on community development held in 1953 in the Federation of Malaya, which recommended that "Government should announce at the earliest opportunity that community development was an integral part of Government policy" .The United Kingdom view is that no hard and fast line can be drawn between urban and rural communities. Community development is the central feature of social work in the urban Territory of Singapore, and in Hong Kong considerable progress is being made in the development of co-operation between the governmental and voluntary agencies in accordance with principles of community development. In general, the specific schemes that are undertaken emphasize the paramount importance of strengthening family life and of providing for the needs of children and young persons. In many of the Territories mentioned, the imagination of the people has been captured and it is becoming increasingly possible to transfer responsibility to the local government units. At the same time, experience has proved that local action cannot be successful unless machinery is created for consultation

⁵ United Nations, document E/CN.5/303, paras. 18-34.

at the highest territorial level where social development policy should be formulated.

- In respect of Territories under French administration, the Committee was informed that social policy has been based on the adaptation of programmes to the particular communities concerned, assistance to enable the inhabitants to become aware of their own capacity and to find their own place in societies, the correction of social maladjustments, and priority to the educational functions of social policy. In the last few years a large-scale educational action of this nature has been undertaken, notably in French West Africa and French Equatorial Africa. In Morocco, the numerous agricultural modernization units (secteurs de modernisation du paysannat) are entrusted with the task of promoting the social evolution of the population, while at the same time, fostering agricultural development. Aiso, the system of the rural administrative djemmas is being expanded: at present, there are over 1,000 djemmas. They are empowered to debate all economic and social questions affecting the community they represent. In Madagascar, a reorganization of the village structure with a council responsible for the village administration and its adaptation to modern forms, has been effected. In the towns, the social services have been operated largely through social centres and it is now felt that more intense efforts are needed in the rural areas in order to check the drift from the land.
- 65. In addition, the Committee was informed that apart from the territory-wide community development programmes, in a number of areas pilot projects are being undertaken as a first step toward the elaboration of a wider policy. In particular, it noted the pilot projects sponsored by the South Pacific Commission and in operation in American Samoa, Cook Islands and the Netherlands New Guinea. The Committee notes with interest that a conference on community development is to be held under the auspices of the South Pacific Commission in 1956.
- Mention has already been made of a number of other movements which are pursuing aims similar to that of community development. Among examples given to the Committee were the work of the extension services of the Department of Agriculture in American Samoa and the development of the community college system in Guam. The Committee, however, paid principal attention to the progress of the co-operative movement, in forms such as co-operative societies and rural progress societies. Information was provided showing the expansion and development of this movement in a number of Territories including Alaska, American Samoa, Guam, Papua and Territories under French, Netherlands and United Kingdom administration. It is noteworthy not only that in many cases the co-operative movement is steadily growing in membership and scale of operations but also that the fundamental principles of co-operation are being more widely applied and the economic and social aims of the movement developed in unison.
- 67. The Committee has already indicated its interest in these movements in its previous reports. In 1954 in particular, it examined the relationship of co-operative societies to community development. It held that, while the co-operative movement can only operate to the full among peoples with high educational standards and long traditions of business practice, co-operative

- principles broadly interpreted are of outstanding value in the traditional circumstances of a number of the Non-Self-Governing Territories. The Committee also stated that the development of co-operative societies is a vital factor in social progress and that co-operative organization is essential in preparing a people for the transition to a modern economy. In considering social conditions, the Committee must again stress the importance of the co-operative movement. Working under the impetus of communal initiative, societies of the co-operative type provide invaluable services in promoting many aspects of better living, and stimulate in narrower fields the spirit of popular co-operation which is the vital essence of all programmes of community development. Their social and educational purposes are of great significance. There are many successful examples of cases where these purposes have been promoted by societies of a multi-purpose character and by other societies actively interested in measures of a social character such as the provision of housing or of medical assistance.
- There are, however, many areas where the community development movement is not to be found and where co-operative organizations and educational institutions have not developed in such a way as to reflect the broader objectives of the community development approach. The territorial or local government and voluntary agencies may be undertaking similar social and economic activities with considerable resources as in the Belgian Congo. But there can hardly be said to be a movement in which the emphasis is on techniques for arousing and stimulating the initiative of the population in order to promote better living for the whole community through the exercise and expansion of that initiative. In some of these cases, where the strain of new conditions is relatively slight as in some Pacific Islands, the local organs of expression and action may be sufficient to perform or stimulate the services provided by community development projects; in others, as in parts of Africa, the initiative and direction of social and economic services are still primarily furnished from outside the community.
- 69. In commending the policy of community development as capable of wide application in the circumstances of many of the Non-Self-Governing Territories, the Committee recognizes that the objectives of community development do not differ from those of general public policies, the aim of which is to encurage the evolution of the inhabitants of the Territories into modern societies adequately equipped with economic institutions, social services, cultural facilities, and organs of self-government. The chief novelty of the policy lies in the emphasis placed on the participation of the inhabitants within a general movement aiming at their social, economic and cultural advancement. As thus conceived, the community development policy and movement offer opportunities in close harmony with the principles of the Charter.

V. Labour

70. In the 1952 report note was taken of the five Conventions adopted by the International Labour Conference in 1947, which are specially concerned with conditions in non-metropolitan Territories. The Committee recorded ratifications by the United Kingdom and expressed the hope that all Members concerned would at an early date ratify the relevant Conventions.

The present position as regards the ratification of these particular Conventions by Members responsible for the administration of Non-Self-Governing Territories is as follows:

- (a) The Social Policy (Non-Metropolitan Territories) Convention has been ratified by Belgium, France, New Zealand and the United Kingdom;
- (b) The Right of Association (Non-Metropolitan Territories) Convention has been ratified by Belgium, France, New Zealand and the United Kingdom;
- (c) The Labour Inspectorates (Non-Metropolitan Territories) Convention has been ratified by Australia, Belgium, France and the United Kingdom;
- (d) The Labour Standards (Non-Metropolitan Territories) Convention has been ratified by the United Kingdom;
- (e) The Contracts of Employment (Indigenous Workers) Convention has been ratified by the United Kingdom.
- 71. The Committee is pleased to note the marked progress in the ratification of these International Labour Conventions since 1952.
- 72. The Committee is also interested in the progress made in the implementation of these and other Conventions through the adoption of legislation in the Non-Self-Governing Territories and the implementation of this legislation. The information provided from the ILO was encouraging. The Committee was also informed of the progress of the French Overseas Labour Code and of the statements of the French Government that this legislation has resulted in many beneficial changes in labour conditions, has improved the situation regarding wages and productivity and has done much to improve industrial relations. The statement of the French Government is noted that the Overseas Labour Code is to be regarded as a measure of social progress in the fullest sense of the term, that it is applicable to all workers without distinction as to race, religion, sex, nationality or status and that it constitutes an important step in social progress.
- 73. Other interesting information on the development of labour legislation was provided in respect of the Territories under the administration of other Members and the North African Territories under French administration.
- The Committee also wishes to comment briefly on questions of remuneration. Any attempt to assess the adequacy of wage levels in the Non-Self-Governing Territories to meet any particular standard or to permit comparisons of real wages among a number of Territories would not give satisfactory results since the basic elements of information do not exist. As regards the principles of wage rates, one advance that is taking shape deserves commendation. It is the recognition of the fallacy of the theory that, where a migrant worker possesses land for the partial support of his family, the wage to be paid to him when he is absent in employment need be sufficient only for his maintenance as if he were a single unmarried worker. The Committee believes that in fixing wages account should be taken of the needs of the family unit and not merely those of a bachelor. It holds that any transition to the concept of a family minimum wage should be made as rapidly as is possible in the light of local conditions.

- 75. The Committee has consistently emphasized that in the development programmes of Non-Self-Governing Territories the point of primary importance is that of the interests of the inhabitants. Similarly, the International Labour Conference, in adopting the Convention on social policy in non-metropolitan Territories has laid down that the improvement of standards of living should be regarded as the primary objective in the planning of economic development in the Territories concerned. The Convention further provides that measures should be taken to secure the independent producers and wage earners conditions which would give them scope to improve living standards by their own efforts, as well as seasures to ensure the maintenance of minimum standards of living as ascertained by means of official inquiries into living conditions. Articles 14 to 17 relate to the remuneration of workers and it is noted with interest that the ILO Committee on Social Policy in Non-Metropolitan Territories, which will be meeting towards the end of the year, will be further discussing wage systems and policies in the Territories.
- 76. The Committee also noted the statement of the International Labour Office that the problem of incentives in employment needs further study, that training of all kinds and at all levels needs to be speeded up and that the present systems of payment by results should be examined and developed. In 1952 the present Committee stated that the raising of wages must be accompanied by increased productivity. It welcomed inquiries into the relationship of wages to productivity but emphasized that care should be taken to see that such inquiries are sufficiently broad, taking account of the educational, health and general social improvements which are necessary before examination of the techniques of the adjustment of wages to productivity. The evolution of social policy in the last four years reinforces the views expressed in 1952. Labour efficiency is interconnected with social advancement and is one factor in the general stimulation of the desire for social progress.
- 77. In this stimulation, the part that is being played and may be played by trade union organizations is now widely recognized. In some respects, the past economy and structure of many of the Non-Self-Governing Territories did not favour the development of trade unionism. With the development of modern forms of economic enterprise and the consequent changes in the economic and social structure of the Territories, the need for trade union organization has become more apparent and it is now government policy in many Territories to foster responsible trade unionism as the best means of promoting industrial harmony.
- 78. Information was supplied to the Committee showing the marked increase in trade union membership and the strength of the spirit of collective bargaining in a number of Territories under French, United Kingdom and United States administration, and showing the initial stages of a trade union movement in Netherlands New Guinea. The laws in these Territories largely follow the metropolitan patterns and permit trade union activities without discrimination. In some cases, there are differences both in the legal provisions and the practical situations and in others the practical situations between European and indigenous workers. The Committee recognizes that differences in the extent to which trade unions can usefully operate

as instruments of industrial conciliation may be wide according to the education, economic position and social experience of the trade unionists. It believes, however, that such differences point towards the need for trade union education rather than differential legislation. From French and United Kingdom Territories examples were available of the assistance given in the training of trade union leaders. The Committee considers that the work in this field being performed by the Governments, metropolitan trade unions and international organizations by contributing to the training, assistance and encouragement of workers' movements in the Non-Self-Governing Territories deserves commendation.

VI. Living conditions

79. On many occasions in the past the Committee has emphasized the importance of the problem of the determination of standards of living in the Non-Self-Governing Territories and the need of ascertaining the actual effects of development on the living conditions of the inhabitants of the Territories. In 1954, the Committee took note of the report on international definition and measurement of standards and levels of living prepared by a Committee of Experts of the United Nations.6 The experts had elaborated a component approach to considering conditions of living in which would be included those elements, economic and noneconomic, which go to make up the life pattern of the individual and which contribute to his well-being or ill-being so that the entire range of considerations which affect a person's sense of happiness would be covered. The component approach has to a certain extent been applied in the Committee's work. In particular, its studies of economic, social and educational conditions cover practically all the factors which may be regarded as components of levels of living. The Committee is therefore greatly interested in the proposals of the experts and the applicability of the component approach to conditions in the Non-Self-Governing Territories.

This year the Committee noted that further discussions and inquiries are taking place on the international level on the component approach to the study of standards and levels of living. In the circumstances of many of the Non-Self-Governing Territories a full application of this approach encounters difficulties owing to the inadequacy or unavailability of a number of forms of statistical data, the diversity of social and economic conditions and the lack of appropriate social research. The first priority task is to provide adequate basic statistics, especially agricultural and vital statistics and also valuable would be family living studies and community studies, as well as social and cultural analyses oriented toward the study of changing standards and levels of living among the various groups of the population. Such studies may contribute usefully to the initiation and extension of community development programmes and within the framework of community development it may be possible to obtain valuable data on family living conditions. However, in the Non-Self-Governing Territories the administrations may have to give priority to the meeting of immediate social problems; and these highly desirable studies might suitably be undertaken by research institutions

and by departments of the local universities and institutions of higher education.

81. In any event the Committee considered that it would be premature for it to press its inquiries into problems of method in connexion with the component approach on the present occasion. When the subject has been further considered under the auspices of the Economic and Social Council, and when the results are available of the operations of the working group established by the International Labour Office in co-operation with other interested international organizations to consider the applicability of the methods in underdeveloped countries, the General Assembly may have far more precise indications of methods applicable to the Non-Self-Governing Territories or to particular groups of the Territories.

The Committee continues to be deeply interested in the collection and communication of information on standards and levels of living in the Non-Self-Governing territories. Even at present, the information available, although inadequate for the purposes of exhaustive study, is comprehensive enough to warrant a more detailed and comprehensive treatment of the subject, at least in respect of certain Territories. Information supplied the Committee during its present session threw new light on the improvement in living conditions in some areas which were cited by way of example. Although generalizations are not always possible concerning standards and levels of living in the Territories or even in a single Territory, a number of broad differences can be traced with the varying degrees of economic and social development and the varying extent to which such forms of development have reached all parts of the Territor. and all sections of the population. These differences illustrate the importance for future progress of taking full account of the objectives of social policy in the formulation of programmes for the Territories, as has been pointed out in paragraph 24 of this report.

VII. Race relations

83. In its 1952 report the Committee examined questions of race relations in Non-Self-Governing Territories. Recognizing the great significance of the question universally, it stated that the fact that in most Non-Self-Governing Territories the bulk of the inhabitants are of an ethnic origin and have a cultural heritage different from the peoples responsible for their administration makes of even greater importance collaboration among the races in these Territories.

84. In 1952 the General Assembly also adopted resolution 644 (VII). This resolution recognizes that the establishment of improved race relations largely depends on the development of education, and commends measures designed to improve the understanding of the needs and problems of the community as a whole, recommending:

- (a) (i) The abolition in Non-Self-Governing Tertories of discriminatory laws and practices contrary to the principles of the Charter and of the Universal Declaration of Human Rights;
 - (ii) The examination of all laws, statutes and ordinances with a view to such abolition;
- (b) The examination of laws which distinguish between citizens and non-citizens primarily on racial or religious grounds:

[•] International Definition and Measurement of Standards and Levels of Living, United Nations publication. Sales No.: 1954. IV.5.

- (c) The opening of public facilities to all inhabitants of the Territories, without distinction of race;
- (d) The frequent examination of laws providing particular measures of protection for sections of the population, in order to ascertain whether their protective aspect is still predominant, and whether provision should be made for exemption from them in particular circumstances.
- The Committee repeats its condemnation of race discrimination and race prejudice which are violations of human dignity and contrary to the Principles of the Charter. It continues to emphasize that the establishment of friendly relations based on mutual respect and a recognition of equality is of outstanding importance. Race prejudice and tension, wherever they exist, intensify the division of mankind and it is the Committee's duty to support the efforts being made to seek the co-operation of all peoples in implementing the Charter provisions and the Universal Declaration of Human Rights concerning race relations. The Committee noted with interest in this connexion that in a resolution adopted by the United Nations Conference on the Eradication of Prejudice and Discrimination held from 31 March to 4 April 1955 in Geneva under resolution 546 (XVIII) of the Economic and Social Council and participated in by the non-governmental organizations in consultative status with the Council, the conference condemned all discriminatory practices, in whatever form they assume and in whatever country or Territory they exist.
- 86. In the statements of principle included in the Committee's previous reports and in General Assembly resolution 644 (VII), adequate and clear indications are given of the agreed views of the General Assembly on this question. The Committee on this occasion accordingly turns its attention to action that is being taken to give positive effect to the views expressed in 1952, to the difficulties that may have been encountered within recent years in giving effect to these views, and thirdly, particularly in multi-racial societies, to the growth of social relations among different groups which will strengthen race collaboration and contribute to the ending of race prejudice.
- 87. The aspirations of social policy, as seeking the development of all groups in the community, are in certain cases hampered by barriers of custom and religion, by illusions of cultural superiority and by the existence of separate racial or cultural groups, particularly if committed to the defence of entrenched economic interests. Any of these factors may lead to ethnic and cultural conflicts which one representative on the Committee described as being more lasting than the crude results of military conquest and occupation.
- 88. Yet progress has been made in many Territories and in many spheres. The Committee noted the following as among the principal encouraging developments in general policy since 1952. In the French Union, the law relating to publications for young people has been amended to include among prohibited publications those of a nature likely to inspire or maintain racial prejudice. The new text is based on the principle that the dignity of the human person possesses a universal value and should be respected without distinction of race or origin. French decrees of 1954 concerning the administration of justice under customary law re-

place terms involving the use of the word indigène (native) by terms such as citizens of special status, local courts, local tribunals, etc. In the Federation of Rhodesia and Nyasaland it has been authoritatively stated that the association of the Territories would conduce to the security, advancement and welfare of all their inhabitants, and, in particular, would foster partnership and co-operation between their inhabitants. An African Affairs Board is established, whose particular function will be to draw attention to differentiating measures by which Africans are subjected or made liable to any conditions, restrictions or disabilities disadvantageous to them to which Europeans are not also subjected or made liable. In Northern Rhodesia resolutions passed in the Legislative Council in July 1954 declare that the objective of policy must be to remove from each race the fear that the other might dominate for its own racial benefit, and to make it clear that every lawful inhabitant of Northern Rhodesia has the right to progress according to his character, qualifications, training, ability and industry, without distinction of race, colour and creed. In Kenya, the Government has reaffirmed the principles of promoting racial harmony and friendliness, and of developing opportunities for all loyal subjects, irrespective of race or religion, to advance in accordance with character and ability.

- These indications are encouraging. Two other examples of general policies are in harmony with the recommendation of General Assembly resolution 644 (VII) which provides that the necessity for laws which distinguish between citizens and non-citizens primarily on racial or religious grounds should be examined. The extension of citizen rights in Malaya to a greatly increased number of Chinese and Indian inhabitants has been noted, and also the action taken in some cases for the improvement of the position of évolués among the African population. While differentiations on grounds of culture may be acceptable, yet in certain instances the question arises whether the granting as a privilege of forms of equality to selected persons from among the local inhabitants may not become a new form of discrimination between favoured and other groups in the population.
- The Committee also noted points arising in respect of different treatment in education. In Territories inhabited by communities of different races, a usual practice was to operate separate school systems for the different groups of the population; in a number of these Territories in recent years, there has been a marked tendency towards the strengthening of schools attended by pupils from all the different groups in the communities. This is notably the case in Territories under French administration where education is free at all levels for all children, without distinction of sex, nationality or religion, and where there is no discrimination on racial, religious or political grounds. In some of the British East and Central African Territories and also in Fiji, Papua and Bermuda various patterns of school segregation are maintained by reasons of language difficulties, different home circumstances and general opinion. In Malaya, greater integration has been reached, with 1952 legislation in the Federation providing for free and compulsory education in noncommunal national schools for children of all races on the principle of (1) multi-racial schools; (2) English and Malayan as official languages; (3) a single system of education and a common content in teaching.

⁷ Economic and Social Council resolution 546 (XVIII) and document E/NGO/Conf.1/8, resolution A.

91. While the question of the association of pupils from all races in junior schools is thus determined differently in various local circumstances, in respect of higher education the principle of inter-racial education, already applicable in most institutions of higher learning, is being strengthened. The University College of East Africa (Makerere) has been opened to all races. The Royal Technical College of British East Africa in Nairobi has been merged with the Mahatma Gandhi Memorial College for Asian students, and will provide higher technical and technological education for all students. In the Federation of Rhodesia and Nyasaland, the Rhodesia University College, established in 1954, will provide university education for students of all races. The report of the Commission for Higher Education for Africans in Central Africa, which recommended the foundation of the University College, pointed out that it is contrary to university tradition to have regard to race, religion or class when selecting candidates for higher studies, and that admission should be solely dependent on the educational attainments and good character of the students.

92. The Committee holds that progress in the field of education is a first necessity. It draws attention to General Assembly resolution 328 (IV) which invites the Administering Members to take steps, where necessary, to establish equal treatment in matters related to education among the inhabitants of the Non-Self-Governing Territories under their administration, whether they be indigenous or not. Practical difficulties, particularly those of language are held by some Members to justify school systems adapted to the special needs of groups of the population. But the Committee holds that, at the secondary level, this justification can only be accepted in very exceptional circumstances and as a temporary expedient and that at no level should the differences be established on a racial basis.

93. In its 1952 report on social conditions, the Committee drew attention to the importance of providing ways and means by which members of the indigenous population may have access to all ranks in the public service, together with the allied questions of facilities for training, opportunities for promotion and equality of remuneration. Opportunities for the employment of indigenous inhabitants in government service have since increased. The right of and opportunities for the indigenous population to public employment have been emphasized and encouraged in a number of policy statements and specific recommendations. The Minister for Overseas France in the National Assembly in December 1954, declared that the participation of the indigenous élite in the administration of the Territories is one of the main concerns of the Government. In order to improve the situation in practice, it is proposed to extend the age limit for the admission of indigenous candidates to public employment and to establish preparatory courses for admission to the Ecole Nationale de la France d'Outre-mêr. The Committee was also informed that in all probability the civil service in Morocco and Tunisia will shortly be entirely staffed by indigenous inhabitants with the exception of a few posts. In the United Kingdom, a 1953 government statement declares that the policy is to encourage the progress of the peoples of the Territories towards control of their own affairs by adapting the public services to local conditions and by staffing them to the greatest possible extent by local people. In the Gold Coast, measures have been taken to establish a

completely indigenous civil service staffed entirely by Gold Coast Africans. In the Federation of Rhodesia and Nyasaland, it is provided that no person domiciled within the Federation who is a British subject or of British protected status may on ground of race only be ineligible for employment in the federal public service, and in appointing or recommending any person for such employment regard shall be had only to his competence, experience and suitability. In the Federation of Malaya, a Committee appointed to study the problems of Malayanization of the public services, recommended in 1954 that the present policy of not recruiting expatriates if suitable Malayans were available, should be continued. In Singapore, the Government early in 1954 adopted a ten-year programme to hasten the process of Malayanization of the public service.

Information as given to the Committee on simi-94. lar trends showing improved opportunities in general employment, resulting from both the disappearance of direct discriminations and improved facilities for training. The barriers to the advancement of Africans in some employments in Central and East Africa are, however, still considerable. This matter is not expressly treated in resolution 644 (VII). It forms an important feature of the International Labour Convention on social policy in Non-Metropolitan Territories. It is urgent for the Administrations and the employers and workers concerned to find ways and means by which openings can be provided for qualified workers from among the inhabitants of the Territories, without distinction of race, and which will create the appropriate institutions of courses of training. While this must be done without lowering the general standards of labour or upsetting the wage structure on which existing social standards are based, inaction motivated by reasons of existing race differences cannot be justified.

95. The above circumstances arise in particular in industrial and mining employment in a few of the Territories under United Kingdom administration. The Committee accordingly noted with all the more interest that in Uganda where the prospects of economic development are substantial, the Government has recognized that the people have a right to demand that in such development certain conditions should be fulfilled and in particular that there should be no colour bar in industries, that Africans must be trained for skilled work and increasingly responsible positions and that wherever possible there must be local participation in the financing of industrial development.

96. Resolution 644 (VII) recommends that all public facilities should be open to the inhabitants of the Non-Self-Governing Territories without distinction of race. Separate accommodations on public transport, in public offices, in restaurants and hotels are still a common practice in the few Central and East African Territories which are of a multi-racial character. Information was, however, supplied to the Committee indicating that in some instances steps are being taken to abolish discriminations in public facilities as well as to encourage private enterprises, to provide their services without regard to colour or race. The Committee did not enter into any examination of particular aspects of this problem. It was pleased to note that some advance has been made, especially as this is a sphere in which discrimination may cause conflicts between inhabitants who would otherwise be in the best position to promote satisfactory race relations.

The information before the Committee on race relations had in the main reference to discriminations and to action taken to mitigate or abolish such discriminations. The most effective way to rid the Territories of such discriminations is by positive measures to increase the co-operation by the races and to create more programmes, institutions and interests in which all races have a common interest. There are two particular aspects of race relations in the Non-Self-Governing Territories: the attitude taken by the Administrations and the collaboration among different races in non-governmental organizations to promote better race relations. To promote better race relations the Governments should take the initiative and build up public opinion, provide the necessary leadership and organize public campaigns. However, moral preparation cannot be accomplished by the Government alone. The contribution which voluntary organizations can make in the promotion of better understanding among races is generally recognized. Their efforts in this field should be encouraged by all appropriate means.

98. In a multi-racial and multi-lingual community differences between races tend to heighten conflicts, and racial harmony is essential to human advancement. In 1952, the Committee recorded the views of experts appointed by UNESCO that differences between races are not fundamental and absolute, that some biological differences between human beings within a single race may be as great as the same biological differences between races, and that genetic differences are of little significance in determining the social and cultural differences between different groups of men and women. At its present session the Committee had before it the results of further studies by UNESCO, and in particular the report of the 1954 Abidjan conference of social scientists on the social impact of industrialization and urban conditions in Africa. It notes the attention called to the need for studies of legislation affecting race relations, to the new values and motivations that are now emerging, to the varying degrees of integration of groups of different ethnic origin and social status, to the effects of education upon the integration of communities. The results of further studies of this nature should be of marked interest.

99. Note may also be appropriately taken of the establishment of a number of new institutions for the study of problems of race relations, and of the causes of antagonisms in multi-racial communities. These initiatives are appreciated, particularly where they contribute to popular education on race prejudice and on the means of overcoming it. Yet, what is wanted most at present is not more inquiries but the application to existing situations of the widely accepted conclusions that distinctions based on race should no longer form any part of social policy or public administration.

VIII. Public health and health administration

100. Statistical information on public health conditions in most Non-Self-Governing Territories is imperfect. That available on mortality rates indicates that in many Territories there has been a considerable decrease in mortality rates in recent years; but in only a few cases are there reliable data by cause of death, and morbidity data are even less satisfactory. Further and more accurate information is necessary if public health policies are to be planned so as best to meet existing needs and if economic and social policies are to take adequate account of the public health situation.

101. It is, however, evident that the major epidemic diseases are more or less under control and that even more vigorous action is now being taken against endemic diseases. Medical knowledge has advanced rapidly in recent years. Even so, experience in applying preventive methods of communicable disease control on a large scale has shown that results often cannot be correctly forecast; clinical and laboratory methods of proved efficacy in individual cases do not always yield the results expected when applied to communities on a large scale; public health measures effective under certain epidemiological conditions prove disappointing in others. A number of new and highly promising tools have become available, as for example insecticides in the fight against malaria, the sulphones against leprosy. single dosage treatment against treponematosis and new anti-tuberculosis drugs. More research through experience in the field is, however, needed. The importance of such research and of the inter-territorial and international exchange of experience should be fully realized.

102. With the decrease in mortality, there has been a marked increase in expenditure on medical services and facilities, and although the number of physicians in proportion to the population is still low in the case of most of the Non-Self-Governing Territories, there has been a large increase in the personnel of all skills engaged in public health work. Moreover, following the improvements in medical facilities available in urban and semi-urban areas, the scattered rural populations have become more health conscious, and modern communications have made it possible to plan services to meet their needs.

103. These changes have deeply affected the planning and organization of public health services, the integration of public health in other forms of social policy, and the relation of the services with other government services and the general social organization of the Territories.

104. In 1952, the Committee pointed out that in seeking the maximum results at a minimum cost from public health organization, it is necessary to consider (a) the relationship between metropolitan and territorial services; (b) the relationship in other government services and non-governmental institutions; (c) the means of reaching remote areas; (d) the extension of modern methods for the control of disease; and (e) the co-ordination of curative and preventive services, research and training, central control and decentralization of operations. In all this the Committee stressed the necessity of obtaining, even in purely medical work, the support of all instruments of social and educational policy and of the population as a whole. Accordingly, the Committee now notes with interest the trend in United Kingdom Territories for Ministries to take over responsibility for health policy and for the administration of the health and medical services. While such Ministries differ in their internal structure to suit local conditions, in all of them the power and responsibility as regards health policies rests with the responsible Minister, and the Director of Medical Services or the Chief Medical Officer becomes the Minister's chief professional adviser.

105. Another point noted this year by the Committee is the increasing emphasis on the organization of services for the rural populations. Whether these services are provided by mobile teams or rural health

centres, the tendency is for them to carry out both curative and preventive work, to encourage the improvement of environmental sanitation, and to foster public interest in and knowledge of healthy living. It is recognized that, whereas the effects of modern medicine are widely appreciated, it is far more difficult to persuade a primitive people to follow the elementary rules of hygiene on which so much of general health depends. Bearing this consideration in mind, the Committee considers that the community development movement and similar forms of popular initiative can be used appropriately to support public health campaigns and that the public health services in their operations may well follow principles indicated by the community development movement. Rural co-operative societies might also be developed so as to provide medical services. In any event, a community interest, supported by the people, must provide a starting point and motivating force for public health activities and attitudes. The good will of the people should be enlisted and this can often best be achieved by securing their participation in planning and action.

106. As health development at the community level must receive the support of the members of the community, so health planning at the territorial level can only be dealt with realistically as part of a general policy in which all those concerned with economic and social welfare are associated. Modern public health services, if unassisted and working in isolation, will not succeed in effecting any great or lasting improvement in the health of the inhabitants. The improvement of levels of living depends on economic development, and to achieve a satisfactory level of economic activity, the health of the workers must be good. The Committee in this connexion agreed with the opinion expressed by an Administering Member that in their future work the health services must to a much greater extent than in the past, take into account the work of other social agencies and the requirements of modern economic life. Similarly, general social and economic policies require the co-operation of the medical officer in anticipating problems and in providing for their solution at the earliest possible stage and in taking an active part in all phases of the implementation of the resulting programmes.

107. Sanitation is fundamental and basic to individual community existence and the environmental sanitation programme in under-developed areas could also be integrated with general programmes for the development of the community. In spite of the complexity and difficulties of the problem, Governments have already started important developments either through the Departments of Health or other departments in the field of environmental sanitation, especially in the case of water supplies. However, much is still to be done in this field.

IX. Nutrition and public health

108. With the extension of modern medicine to the Non-Self-Governing Territories and its impact on human life as by the elimination, complete or partial, of a number of serious diseases and by the establishment of conditions permitting rapid economic development, it is necessary to create conditions for better living. For this, many people must be disabused of the idea that health can be regarded negatively as the absence of disease, and persuaded to act for themselves

in improving their own immediate circumstances. In this evolution, the improvement of nutrition, quantitatively and qualitatively, is of first importance.

109. Information submitted to the Committee shows that malnutrition is a serious problem in many Non-Self-Governing Territories. The development of transport and communications, improved agricultural methods, action against animal and plant diseases and pests and the introduction and expansion of modern facilities for the processing and storage of agricultural products, have made it possible to avoid the worst effects of lean years due to drought, locusts, other pests and diseases. Yet, while in some Territories the general state of nutrition is good and deficiency diseases rare and unimportant, in others unsatisfactory diet is a major cause of death, disease and debility, particularly in certain age groups.

110. The solution to the problem of malnutrition lies primarily in economic development in general and particularly in the appropriate expansion of food production. The effectiveness of modern public health measures has caused a rapid growth of population in a number of Territories. This process tends to outstrip the development of food production, even though it increases the physical efficiency of food producers. In a great number of Non-Self-Governing Territories, the development of agricultural production has kept pace with the increase in population; in certain territories the consumption indices even have a tendency towards rising. However, the production of food crops should be increased adequately, so that the levels of consumption, as a whole, reach a satisfactory standard. In 1954, the Committee, in examining economic conditions, raised the question of the relative emphasis in agricultural development which should be placed on production for local consumption on the one hand, and on production for export on the other. It held that for many Territories the desirable objective 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.

While the long-term solution lies in the development of the natural resources, much can be done to improve nutrition through programmes yielding more immediate results and leading to the better utilization and distribution of food resources which are now available. The age group one to five is particularly susceptible to malnutrition, a fact which calls for an expansion of maternity and child welfare services and a strong emphasis in the work of these services, on the prevention of malnutrition. The distribution of cheap surplus foods of high nutritive value, such as skimmed milk, can be of great benefit. Such distribution must, however, be regarded as a temporary expedient, the imported product being largely replaced in due course by suitable locally produced foods of high nutritive value. The Committee notes that increasing interest is being shown by the Governments of various Non-Self-Governing Territories in the production and processing of foods of this nature, and that research is being carried out on this question.

112. The supplementary feeding of school children is again a valuable measure, even though in present circumstances it can often benefit only a proportion of children of school age.

- 113. The prevention of malnutrition may require not only appropriate food production, distribution and preservation programmes, but also a knowledge of the other influences which decide dietary practice. Education must play an all-important role, but it is only likely to be effective when conditions responsible for nutritional disease in the different Territories are fully understood. Mothers must be taught better methods of feeding their families and especially how to make best use of the foods and food resources available to them. Much serious malnutrition in young children could be eliminated even in present circumstances by educational means. The development of education in nutrition depends, however, on the availability of workers appropriately trained in nutrition and home economics and the creation of active "extension" services in these fields. The need for more workers with such training is abundantly evident and is realized in most Non-Self-Governing Territories. In a number of instances facilities have been organized to provide the training required. Trained nutrition workers are also required to take part in the planning of food production programmes designed to make available a better balanced diet for the community.
- 114. The Committee noted the services in this field that are being performed by the Food and Agriculture Organization, the World Health Organization and the International Children's Fund in co-operation with the Governments concerned. Because of their wide experience in many countries throughout the world, these organizations are often in a position to render effective help. The Committee hopes that wide use will be made of them in all appropriate circumstances.

X. The training of public health staff

- 115. The Committee noted the increase in facilities for the training of fully qualified medical officers in a number of the Non-Self-Governing Territories and the increase in the number of scholarships by which students could obtain professional training in the metropolitan countries or abroad. This training is of fundamental importance because local professional officers are urgently required to fill the more responsible posts in their own health services, to help in the training of their own people at the lower levels and to take part in the teaching in the local faculties of medicine.
- The attention of the Committee was drawn to certain calculations which suggest that the cost of establishing a properly equipped teaching hospital in some of the Territories is out of proportion to the cost of constructing a hospital for local needs but without teaching facilities, and also that it is far less expensive to send and train students in metropolitan countries than to provide for their full professional training in their home Territories. The Committee holds that calculations of this character should be scrutinized with the utmost care. It is not clear, for example, whether the capital cost of founding a territorial teaching hospital plus the total recurrent costs have not been compared with the recurrent costs of lodging, board and tuition alone in the case of students attending established schools in the metropolitan countries. Furthermore, insufficient account may have been taken of the contribution to the capital equipment of a Territory which may be provided by the construction of the various buildings and facilities needed by those who serve a major teaching hospital. In any event, the existence

- of a faculty of medicine raises standards of public health, and nursing stimulates research, provides specialized treatment, and confers other benefits on a Territory. There are advantages in training doctors who will be working in the tropics in the conditions with which they must be familiar. In principle the Committee considers that no health service is complete without a faculty of medicine provided territorially or regionally. A faculty of medicine, a training or teaching hospital, a cadre of locally qualified doctors are well worth the money expended.
- 117. Information also showed increases in the facilities for the full professional training of nurses and midwives. With improvements in education, it appears that more candidates should be available with higher standards of general education. In these circumstances and given the possible competition of other employments, more steps have been taken in many Territories to overcome prejudices against the training of girls away from their homes and their work when qualified. The information is of interest and further action on this question merits attention.
- 118. Recently there has been considerable increase in training facilities and raising of standards for the numerous ancillary and auxiliary personnel required for the public health services of Non-Self-Governing Territories. In this development, it has been necessary to provide great flexibility in the training programmes so as to allow the experienced staff to undertake more responsible duties, even though the basic education each man or woman may possess does not meet the requirements which are being established for new trainees.
- 119. Another point of policy which has become even more apparent with the development of training facilities is the desirability that the subordinate staff where reasonably possible should be drawn from the communities in which their future work will lie, and that on the completion of training the new recruits should be encouraged to return to work where they will be readily accepted as members of the community. Concurrently with the close attachment of this staff to the local community, every opportunity must be given to inculcate in all health workers a realization of their position in the developing societies and the responsibilities involved by this position.

XI. Training and leadership

- 120. In the evolution of changing societies, the recruitment and training of competent staff, able to undertake efficiently the new tasks and to discharge responsibilities in all fields of social administration and social action, is of first importance. The creation of a corps of officers in sufficient numbers, based on territorial recruitment and embracing all levels of the administrative structure, is an inevitable corollary of a policy aiming at a permanent transformation of the peoples so that they may contribute to a society adequately equipped with the economic institutions, social services and cultural attributes which make possible higher standards of collective and individual life. No such transformation can be achieved unless the people are able to run the services themselves, to expand, to develop and adjust them, according to their own changing needs as realized by themselves.
- 121. The magnitude of the personnel requirements, and the resulting training needs arise in many Territories, not only from the distance which traditional

societies have to travel to achieve modern standards, but also as a result of the rapid change which necessitates the establishment of all kinds of social services covering the whole social field: public health, industrial relations, remedial social welfare services, town planning, co-operatives, mass education, community development, etc. This calls for a systematic effort in developing training institutions and programmes to meet present needs and those which are expected to arise or multiply in the future. In this respect much progress has been made in a number of Territories, particularly in respect of territorial training facilities at a pre-professional level, designed to train the personnel for junior or auxiliary posts in various social fields. In the more advanced Territories no adequate solution to the problem can be found without developing centres of professional training at the university level as a part of the total educational system. Training programmes should be directed towards the formation of the cadres of professional workers, if possible through the territorial or regional training facilities, completed or supplemented by wider experience, as in the universities and colleges of the metropolitan countries. They should take into account not only the need of the Territories for competent personnel acting in its own professional capacity, but also the part which this personnel is to play in the training of junior and auxiliary workers.

The formation of the specialist officer and of his auxiliaries in various technical fields and at all levels of the administrative structure, although important, is only part of the problems of training. Progress depends not only on an adequate expansion of the governmentadministered social services, but primarily on the activities of the inhabitants supported by a climate of informed opinion. The task of building a new society requires the creative participation of inhabitants on various levels and in various types of activities through which progress can be achieved, reaching all members of the community, embracing all the local groups and releasing the initiative of the people to diagnose their own problems and to find solutions for them. The development of the potentialities of the peoples, individually and collectively, so as to make them creative and efficient in building the new forms of their lives, is the ultimate goal of community development policies and the central problem of training. It is also essential in all other social programmes which cannot succeed, unless the specialist officer finds support from among all the inhabitants where he is working.

This raises the question of popular leadership in modern society. Widespread and resourceful popular leadership is an inseparable element of a modern social structure and necessary for social progress. In the societies that are undergoing a rapid evolution from the traditional framework to modern economic, political and social forms of life, the part played-or to be played—by popular leadership is of primary importance. The evolution of the society in transition depends upon men and women of superior intelligence, character and ability, capable of exercising vigorous and imaginative leadership in the social development and reconstruction to be undertaken by the people. The promotion of popular leadership, in all areas of social reform and in all segments of the community, and the training of the people for leadership is to be viewed as the most immediate task of social policy and a primary responsibility of government. The difficulties

encountered spring from the isolation of many local groups, the recession of traditional systems and new obstacles in the form of social cleavages arising as the changing societies adapt themselves to the new occupational and administrative structure.

124. In particular, training for new professional skills and new public responsibilities carries with it various degrees of westernization which may alienate from the rest of the people those who acquire western traits. In this way occupational differentiation based on new standards of training may create a situation in which the distance between the educated and the rest of the people becomes accentuated and which results in a tendency to form a small élite group, taking part in activities resembling those of the Europeans but losing contact with the bulk of their fellow-countrymen and unable to assume leadership among them.

125. The Committee was informed of the research programme that is being carried out by UNESCO as part of its campaign against racial discrimination. Studies have been undertaken in Dahomey, the Gold Coast and Nigeria and among African students in Paris. Other studies are to be made among women in one or more African societies. Such inquiries are matters of great interest, particularly when they are based on a broad view of the attributes of emerging leadership to meet changing needs, since the development and spread of popular leadership throughout the community is inconceivable if various groups remain insulated by barriers of class, status or culture.

126. The development of popular leadership calls for the appraiment of the training policies and programmes both in respect of its scope and extent, and also in terms of its social content. With the expansion of community development in its various forms, there is an increasing need for the decentralization of training facilities and for the integration of the training policies and programmes in the social field over a broad geographical area. At present, the main function of territorial training programmes of this type is the training of professional and specialist personnel required by official organizations. All this is necessary but also a broader conception should be formed of the place and function which should be assigned to central training institutions in the total field of social development.

Such training institutions should not be regarded as merely schools for professionals, officials or technicians of various types and levels. They should be conceived as workshops of social thought and as places of training and orientation for many kinds of agents and leaders in social development, official and non-official, employed and voluntary. In addition to the task of preparing men and women as full-time workers in the fields of social welfare and community development, these training centres should provide courses of various duration and content for chiefs, local government officers, members of voluntary agencies and other traditional and natural leaders of the community. They should also offer facilities for re-orientation or training in the methods of group-work to personnel engaged in different types of social action: teachers, agriculturalists, health workers, local government employees, trade union officers and industrial welfare workers, probation officers and others active in similar specialist fields. The purpose of the training should be the perfection of skills, the increase of technical efficiency, and above all the development of the creative potentialities of the people through better understanding of each other, encouragement of individual and collective initiative and the formulation of common ideals and purposes capable of uniting and guiding the people despite their ethnic affiliation, occupation or status.

XII. The planning of social development

of programmes of social action in countries at all levels of economic development.⁸ This expansion has been accompanied by changes in the form, character and underlying philosophy. The principle of social rights has become widely established. Increasingly, social policies aim at anticipating need and preventing it from arising rather than meeting individual cases. The extent of social action depends to a large degree upon the level of economic development and the availability of financial resources, but the economically under-developed countries are able to study the past experiences and the present standards of living of the developed countries and profit from the lessons of the past by introducing the necessary social measures in good time.

On the other hand, as these countries are faced with the problem of widespread poverty a strong emphasis is consequentially placed upon higher productivity. The practical conclusions to be drawn involve difficult problems of social and economic programming. Countries have no simple formulas to guide them when faced with the problem of deciding how much of their resources should be devoted to future production and how much to the immediate improvement of social conditions. There has been a trend toward greater emphasis on immediate raising of levels of living, but the trend is uncertain. In several fields of social action there has been a growing reliance upon the combination of welfare and production objectives by which the Governments assist individuals to mobilize and apply their own resources to the solution of their problems. Use of this self-help method requires that, as Governments assume increasing responsibilities in the field of social welfare, those who are to benefit likewise assume increasing responsibilities.

130. In the under-developed areas with their predominantly rural populations, modern health measures continue to cause a sharp decline in death rates while birth rates remain largely unaffected. Questions of population growth and distribution bear directly upon social policies, and population trends may in turn be influenced by these policies.

131. Special services for transitional population groups have proved necessary, and, in particular, urban community organizations in a few cases have been established to substitute for rural communities and kinship groups. Orientation, guidance and occasionally temporary accommodations have been provided by public service agencies or voluntary organizations. Consideration has been given to the need for consumer protection and guidance for groups who have little experience in the use of money.

132. In connexion with practically all types of social programmes, there are three problems that constantly arise. These are problems of obtaining: (1) adequate staff to execute the programmes; (2) adequate information to guide the programmes; and (3) adequate resources to finance them. In their efforts to provide

staff for their social programmes, the less-developed countries have increasingly turned to auxiliary workers who have less than full professional qualifications and who can undertake responsible duties while releasing the fully trained professional staff for other tasks. The problem of obtaining adequate information for social programmes is, in part, one of balancing the use of limited resources. There has been a clear trend toward greater reliance upon social research in recent years, as a basis for formulating systematic plans and programmes, spurred by concrete instances of failures of programmes founded on poor information and mistaken assumptions. The problem of financing social programmes is not only that of the limitation of the total amount of funds available, but also that of the competition for these funds. There has been considerable emphasis in recent years on balanced economic and social development. There is, however, little agreement as to what constitutes balanced development or a balanced allocation of funds for development. Nor is there agreement as to the order and timing of expenditures on different types of programmes.

133. The above general considerations apply to under-developed areas generally including most Non-Self-Governing Territories except for the few that have attained a comparatively high level of development. The position of Non-Self-Governing Territories considered as such, differs principally in that their social policies are determined to a greater or lesser extent by the directives of the countries responsible for their administration.

134. In 1954, the Committee examined the major plans of economic and social development by which the Administering Members have made available appreciable sums, by way of grant or loan, in order to supplement local resources and to stimulate development. The Committee noted that, broadly speaking, in comparison with arrangements made under the original plans, there is now a tendency to allocate a greater proportion of new resources to schemes of economic development likely to be productive of increased revenue in preference to schemes aiming at social improvement only.9 This does not lessen the urgency of the social reforms which are essential parts of the economic programmes. Peoples 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 standards and services. Forms of social policy which stimulate action by the people may contribute directly to economic development, to the expansion of facilities assisting development and to the increase of productivity.

135. For economic as well as social reasons, the participation of the inhabitants in the formulation of development plans is an essential of public policy. It is through their understanding of general aspects of social policy that popular participation can be obtained in the implementation of particular programmes, while the association of popular and expert opinion at the planning stage should result in an impetus to action far less costly than the advocacy by official publicity of schemes determined without initial popular support.

136. Accordingly, it is held that no social policy is likely to be fully successful without the understand-

⁸ United Nations: International Survey of Programmes of Social Development, E/CN.5/301, 1955, p. 9.

^{*}United Nations: Official Records of the General Assembly, Ninth Session, Supplement No. 18 (A/2729), Part Two, paras. 36-38.

ing of the inhabitants obtained in advance through the consent of their representatives obtained at the stage of the formulation of social policy. In 1952, the Committee stated in this connexion that it had been encouraged in the information supplied on progress of this kind showing that in some Territories representatives of the inhabitants were already in charge of their own social affairs, and that it hoped for a rapid attainment of this result in all Non-Self-Governing Territories. This point is reiterated, but it is further suggested that the participation of the inhabitants can best be solicited when positive programmes of social advance, based on their own needs, are presented to them.

XIII. International and regional co-operation

137. In this process, the chief contributions in technical skills and in finance come from the expanding resources of the Territories themselves and from the aid supplied by the Administering Members. It was pointed out to the Committee that a considerable part of the efforts of the administrators and technical experts in the Territories is devoted to transmitting the necessary technical knowledge to the local peoples, so that in all fields they will be equipped to deal effectively with their own problems and that thus, to a considerable extent, the function of officials in the Territories may legitimately be described as technical assistance. Moreover, the Administering Members are large contributors to international technical assistance schemes by the experts they can provide for other under-developed countries; and some of the more advanced Non-Self-Governing Territories, as, for example Hawaii, are themselves making valuable contributions to present programmes.

Although the total funds available for international technical assistance are necessarily limited and such assistance is only a supplement to that provided from national sources, it nevertheless should be regarded as of substantial importance by reason of the needs of the Territories, the particular problems that arise and the general principles of international cooperation that are applicable to them. The Territories and their peoples in many cases need every possible source of assistance since they are grappling with deepseated problems of poverty, climatic and other natural disadvantages, and lack of general education and training in modern skills. Their particular problems can be best examined in the light of comparable problems elsewhere and it is highly desirable that their own territorial experts should learn from and contribute to the solution of similar problems elsewhere. Thirdly, if international technical assistance is necessarily on a small scale in terms of the money and services provided, it can supply to technicians an invaluable impetus to their inquiries and activities and to the inhabitants a realization of the interest of the outside world in their problems.

139. Once again, this year the Committee had before it particulars of the technical assistance furnished

to the Non-Self-Governing Territories by the United Nations and the specialized agencies. It noted that France, on 30 May 1954, and the Netherlands, on 6 October 1954, had signed agreements with the Technical Assistance Board for the provision of assistance to the Non-Self-Governing Territories and other Territories for which these countries are responsible, following similar action previously taken by the United Kingdom. It noted that in the percentage of allocations of the total sums there had been an increase in the percentage of allocations made to Trust and Non-Self-Governing Territories between 1954 (2.79 per cent) and 1955 (4.89 per cent) and of the total sums (\$626,000 in 1954 to \$812,000 in 1955); that the United Nations Children's Fund (UNICEF) had approved in 1955 an expenditure of over a million dollars for African Non-Self-Governing Territories and \$150,000 for certain Territories in the Caribbean and Pacific; and that the International Bank for Reconstruction and Development had made loans for the use of a number of Non-Self-Governing Territories, as for example to the Belgian Congo, French West Africa and the Territories served by the East Africa High Commission.

140. This information was welcomed by the Committee. It was considered that, even though the assistance is to be regarded as supplementary, consideration should be given to the possibility of making more available to the Territories. More information is desirable on the manner in which international assistance of this nature is integrated in the territorial development plans, and how particular pilot schemes are developed on a wider and more lasting basis, how UNICEF grants operate with a view to the progressive improvement of the welfare of children, or how fellowships and scholarships are used to broaden existing or contemplated programmes and to enhance the expert knowledge of those taking part in the territorial development of these programmes.

141. Finally, in the field of social development, the Committee received information on aspects of the work of the United Nations, the specialized agencies and the inter-governmental regional commissions of the Caribbean, the South Pacific and Africa South of the Sahara.

142. The usual forms of such assistance are well known: the provision of fellowships, scholarships and experts; conferences and seminars; surveys, reports and exchange of information by many formal means of discussion. Less publicized but no less useful may be the opportunities for informal contacts among officers of the administrations, representatives of the local peoples and leading private citizens, which the international and regional organizations can furnish.

143. As previously, the Committee holds that the United Nations, as through the Economic and Social Council, the specialized agencies and the regional bodies, can and should provide services to the Non-Self-Governing Territories valuable in their concrete results and contributing to the growth of international co-operation, as indicated by Article 73 d and Article 74 of the Charter.

ANNEX

Studies on social conditions in Non-Self-Governing Territories

The Committee considers that the summary records of the discussions at its sixth session on social 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.	Community development policy and administra- tion in Non-Self-Governing Territories (United Nations Secretariat)	A/AC.35/L.188
2.	Public health development in the light of mortality data (United Nations Secretariat)	A/AC.35/L.190 and Corr.1
3.	Training of ancillary and auxiliary medical personnel (United Nations Secretariat)	A/AC.35/L.192 and Corr.1
4.	Race relations in Non-Self-Governing Territories (United Nations Secretariat)	A/AC.35/L.193
5.	Contribution of the social sciences to the study of social conditions in the African Non-Self-Governing Territories (UNESCO)	A/AC.35/L.194
6.	Information on industrial relations in Non-Self-Governing Territories as furnished under Article 73 e (United Nations Secretariat)	A/AC.35/L.195
7.	Economic and social aspects of workers' housing with special reference to the responsibilities for its provision (ILO)	A/AC.35/L.196
8.	Social change and standards of living in Non-Self-Governing Territories (United Nations Secretariat)	A/AC.35/L.198
9.	Nutrition in Non-Self-Governing Territories (FAO and WHO)	A/AC.35/L.202
10.	Major developments in public health administration (United Nations Secretariat)	A/AC.35/L.203
11.	Environmental sanitation in the Non-Self-Governing Territories (WHO)	A/AC.35/L.204
12.	Principal communicable diseases (WHO)	A/AC.35/L.205
13.	Aspects of systems of wage payment and the use of cost-of-living indices in adapting wages to living costs (ILO)	A/AC.35/L.207

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