

**UNITED**



**NATIONS**

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

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**GENERAL ASSEMBLY**  
**OFFICIAL RECORDS : SIXTEENTH SESSION**  
**SUPPLEMENT No. 15 (A/4785) ✓**

**NEW YORK**

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**GENERAL ASSEMBLY**

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*New York, 1961*

#### 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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## **Abbreviations**

ECA	Economic Commission for Africa
ECAFE	Economic Commission for Asia and the Far East
ECE	Economic Commission for Europe
ECLA	Economic Commission for Latin America
FAO	Food and Agriculture Organization of the United Nations
ILO	International Labour Organisation
IMCO	Inter-Governmental Maritime Consultative Organization
ITU	International Telecommunication Union
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UPU	Universal Postal Union
WHO	World Health Organization
WMO	World Meteorological Organization

## Part One

# REPORT OF THE COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING TERRITORIES (TWELFTH SESSION, 1961)

### I. Constitution of the Committee

1. By its resolution 1332 (XIII), adopted on 12 December 1958, the General Assembly decided to continue, for a further period of three years, the Committee on Information from Non-Self-Governing Territories, on the same basis as was set forth in resolutions 332 (IV) of 2 December 1949, 646 (VII) of 10 December 1952 and 933 (X) of 8 November 1955.

2. The terms of reference of the Committee, as set forth in resolution 1332 (XIII), are as follows:

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

"6. . . . to submit to the General Assembly at its regular sessions 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. As regards the Committee's programme of work, the same resolution states that:

"7. . . . 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."

4. The Committee consists of sixteen members: eight Member States having responsibility for the transmission of information under Article 73 e of the Charter, and an equal number of other Members elected by the Fourth Committee on behalf of the General Assembly. At the end of 1960 there were two vacancies in the membership of the Committee due to: (1) the expiration of the term of office of Brazil; (2) the withdrawal of Belgium following the attainment of independence of the Congo (Leopoldville); and (3) the adoption by the General Assembly of resolution 1542 (XV) on 15 December 1960. Liberia and Mexico were elected to the Committee for three-year terms. The present membership of the Committee is as follows:

#### *Administering Members*

Australia	Spain
France	United Kingdom of Great Britain and Northern Ireland
Netherlands	
New Zealand	United States of America
Portugal	

#### *Members elected by the General Assembly*

#### *Date of expiration of term*

Argentina	1962
Ceylon	1962
Dominican Republic	1961
Ghana	1961
India	1961
Iraq	1961
Liberia	1963
Mexico	1963

All members except Portugal were present.

5. The Committee held its twelfth session at the Headquarters of the United Nations in New York. The Committee held eighteen meetings between 24 April and 26 May 1961.

6. Representatives of the ILO, FAO, UNESCO and WHO also attended the meetings of the Committee and took part in its discussions.

### II. Officers of the Committee

7. At its opening (225th meeting) on 24 April 1961 the Committee elected by acclamation the following officers:

*Chairman*: Mr. C. W. A. Schurmann (Netherlands);  
*Vice-Chairman*: Miss Angie E. Brooks (Liberia);  
*Rapporteur*: Miss Faiha Ibrahim Kamal (Iraq).

### III. Agenda

8. At its 225th meeting, the Committee adopted the provisional agenda as submitted by the Secretariat. The agenda<sup>1</sup> is reproduced as annex I to this report.

### IV. Sub-Committee

9. At the 231st meeting, the Committee appointed a sub-committee with wide terms of reference to prepare a special report on social advancement. Argentina, Ceylon, Liberia, the Netherlands, New Zealand and the United Kingdom of Great Britain and Northern Ireland were appointed members of the sub-committee, assisted by the Rapporteur and the representatives of specialized agencies. Mr. P. K. Edmonds (New Zealand) was elected Chairman. The sub-committee held seven meetings between 9 May and 16 May 1961.

### V. Preliminary statements

10. At the 225th meeting of the Committee, the representatives of Argentina and the United Kingdom re-

<sup>1</sup> A/AC.35/14/Rev.1.

served the positions of their respective Governments with regard to sovereignty over the Falkland Islands (Islas Malvinas) and the Falkland Island dependencies.

11. At the same meeting the representatives of Iraq and the United Kingdom reserved the positions of their respective Governments regarding sovereignty over Aden.

12. The representatives of Ceylon, India and Iraq stated that their respective Governments regarded West Irian (Netherlands New Guinea) as an integral part of the sovereign and independent Republic of Indonesia, a Member of the United Nations, and that, in their view, the transmission of information on West Irian under Article 73 e was incorrect. Any views that they might subsequently express on the information thus transmitted would be subject to that reservation. The representative of the Netherlands reaffirmed the sovereignty of his Government over Netherlands New Guinea, in respect of which his Government had transmitted information in accordance with its obligations under the Charter. The representative of Australia stated that his Government's position was that Netherlands sovereignty over Netherlands New Guinea was beyond doubt.

## VI. Social advancement in Non-Self-Governing Territories

13. At its twelfth session, the Committee gave special attention to questions of social advancement in Non-Self-Governing Territories, in accordance with the programme of work set out in General Assembly resolution 1332 (XIII). In response to that resolution, specialist advisers on social conditions were included in the delegations of Australia, the Netherlands and the United Kingdom. In response to resolutions 1466 (XIV) of 12 December 1959 and 1539 (XV) of 15 December 1960, the United States included in its delegation an indigenous person from Guam specially qualified to speak on economic, social and educational matters.

14. The Committee had before it special studies prepared by the Secretariat and the specialized agencies. The list of studies on social advancement is given in the annex to part two of this report. The Committee also had before it the summaries prepared by the Secretary-General<sup>2</sup> of the information transmitted under Article 73 e of the Charter by Australia, France, the Netherlands, New Zealand, the United Kingdom and the United States on fifty-one Territories. The list of Territories on which information was transmitted for 1959, showing the dates of receipt of information, is given in annex II of this report.

15. The Committee discussed social advancement in Non-Self-Governing Territories (item 4 of the agenda) at its 226th to 233rd meetings. The discussion of this item provided the Committee with an opportunity for a general review of the basic social situation in the Territories and the policies and activities of the Administering Members. The representatives of Argentina, Australia, Ceylon, the Dominican Republic, Ghana, India, Iraq, Liberia, Mexico, the Netherlands, New Zealand, the United Kingdom and the United States took part in the discussions. The representative of the ILO introduced the reports prepared by his Organisation.<sup>3</sup> He also informed the Committee of the ILO programme for rural development which will be launched in 1962.

16. Some members welcomed the change in the wording of this item because it gave recognition to the advancement that had been achieved in the Territories. Other members considered that the words "social advancement in Non-Self-Governing Territories" reflected a change in attitude towards the problem rather than any actual progress. Other members pointed out that Chapter XI of the Charter provided for the political, economic, social and educational advancement of the peoples of the Non-Self-Governing Territories. Furthermore, at its fifteenth session the General Assembly had adopted a Declaration calling for the independence of all colonial countries and peoples.<sup>4</sup> The Committee should therefore be guided by these principles in its examination of social advancement in the Non-Self-Governing Territories.

17. The representatives of Australia, the Netherlands, New Zealand, the United Kingdom and the United States also provided further details on more recent developments in the social field since the end of the period covered by the information they had transmitted to the Secretary-General. In several cases they pointed out that, because of the rapid changes taking place in the Territories, much of the information which they had transmitted to the Secretary-General, and on which the Secretariat had based its reports, was already out of date. The non-Administering Members of the Committee expressed disappointment that the supplementary data contained in the statements of the Administering Members had not been made known in time to be included in the documentation and to be taken into account in the examination of social advancement.

18. The Committee discussed in some detail the need for stabilizing urban populations through the provision of more and better housing and better wages; the role of the community development techniques as a means of raising the standards of living of the people; questions of rural development, including land problems, the expansion of agricultural services and the diversification of agricultural production; social welfare services, treatment of juvenile offenders and the need to abolish corporal punishment; nutrition and public health; and racial discrimination.

19. Several of the Administering Members informed the Committee of the extent to which they were currently contributing to the budgets of the Territories under their administration or providing financial and technical assistance for specific programmes in the social field. Some of these Members pointed out that in many areas of social development there was a limit to what Governments could and should do and also a limit to what they could afford. While welcoming the progress reported, other Members pointed out that the achievements fell far short of the needs of the people. It was therefore the responsibility of Governments to finance social programmes and to take the initiative in improving the living conditions in the Territories. There was a need for greater emphasis on planning for social development, and the expansion of preventive social welfare services. Much work was also still needed in the eradication of diseases, the improvement of general conditions of health and nutrition. They stressed that the participation of the inhabitants of the Territories in the formulation of policy and implementation of programmes was a prerequisite to the success of social development.

<sup>2</sup> A/4754 and Add.1, A/4760.

<sup>3</sup> A/AC.35/L.330-A/AC.35/L.333, A/AC.35/L.339 and Corr.1.

<sup>4</sup> Resolution 1514 (XV) of 14 December 1960.

20. The representatives of Australia, the Netherlands, New Zealand, the United Kingdom and the United States stated that it was the policy of their Governments to promote and encourage the widest possible participation of the inhabitants in the management of their own affairs. As examples of recent steps taken to widen such participation, the representatives of Australia, the Netherlands, New Zealand and the United States supplemented the political and constitutional information their Governments had transmitted to the Secretary-General with statements on more recent developments in these fields.

21. The representative of Australia informed the Committee that, since 1959, the Legislative Council had been reconstituted for the Territory of Papua and New Guinea.

22. The Committee was informed by the representative of the Netherlands that in Netherlands New Guinea an elected central representative body, the New Guinea Council, had been inaugurated in April 1961. This step marked the beginning of a stage of "assisted self-government". The Netherlands Government had asked the Council to express its views within the term of one year on the manner in which self-determination should be effected, and also on the desirability of fixing a date for it. An Executive Council was also being established to enable the indigenous people to play a greater part in the administration of the Territory.

23. The representative of New Zealand reaffirmed that his Government's policy in the Cook Islands, Niue and Tokelau was directed towards the achievement of the two objectives of improving the material standard of living and of fostering local political responsibility. Although New Zealand provided both financial and technical assistance to the Territories, both the Cook Islands and Niue had representative Assemblies with wide powers of legislation and control over local revenue. Through these representative bodies, the New Zealand Government shared with the people of its Territories the responsibility for the planning and implementation of all forms of development.

24. The representative of the United States stated that the people of Guam, American Samoa and the United States Virgin Islands enjoyed a full measure of participation in the formulation of policies and the planning of development programmes. In 1960, the first Constitution of American Samoa had been ratified and approved by the representatives of the people. The Constitution contained a bill of rights and granted formal authority to the legislature of American Samoa. It also contained provisions protecting the traditional Samoan way of life.

25. Following the procedures at previous sessions, the Committee established a sub-committee (see paragraph 9 above) to draw up a report on social advancement in the Non-Self-Governing Territories on the basis of the information before it and the discussions in the Committee. The statements made by Members in the full Committee appear in the summary records of the Committee.

26. At the 241st meeting, the Chairman of the sub-committee introduced the draft report on social advancement in Non-Self-Governing Territories.<sup>5</sup>

27. After adopting a number of amendments, the Committee considered a draft resolution contained in document A/AC.35/L.351. The representative of India suggested that the Committee should not submit to the General Assembly any draft resolution on the approval

of the report on social advancement so as to leave the General Assembly free to formulate its own recommendations. The representatives of Australia, Iraq, Liberia, New Zealand and the United Kingdom expressed the view that the Committee should follow its previous practice and submit to the Assembly for its approval a draft resolution such as that contained in the document before the Committee.

28. The Committee decided, by 13 votes to 1, with 1 abstention, to follow its usual practice and submit a draft resolution to the General Assembly at its sixteenth session recommending the approval of the 1961 report on social advancement. The Committee then considered the draft resolution jointly sponsored by Iraq, Liberia, the Netherlands and New Zealand. Under the terms of this draft resolution, the General Assembly would approve the report on social advancement in Non-Self-Governing Territories; invite the Secretary-General to transmit it to the Administering Members, the Trusteeship Council, the Economic and Social Council, the regional economic commissions and the specialized agencies concerned; and express its confidence that the Members responsible for the administration of Non-Self-Governing Territories would bring the report to the attention of the appropriate authorities.

29. The representative of the United Kingdom said that he was prepared to support the text of the report on social advancement as a whole, although it represented in some places a compromise between opposing views, and he did not therefore necessarily agree with every word and phrase in it.

30. At the same meeting, the Committee adopted the draft resolution by 13 votes to none, with 1 abstention, and will submit it to the General Assembly at its sixteenth session for approval. The text of the draft resolution is annexed to this report as annex III.

31. The Committee discussed racial discrimination as one of the problems affecting social advancement in the Territories, taking into consideration its mandate from the General Assembly as contained in resolution 1536 (XV) of 15 December 1960.

32. In the course of the discussions, references were also made to the Portuguese Territories in which there appeared to be both discriminatory legislation and discriminatory practices affecting the indigenous populations. It was pointed out that, according to the information available, only a very small percentage of the indigenous inhabitants of the Portuguese Territories had the status of citizens. In consequence of their special status, the majority of the indigenous inhabitants had no franchise, no political rights in respect of non-indigenous institutions, and could not own land outside restricted areas.

33. In view of the fact that there is a separate section in part two of the Committee's report reflecting the discussions on racial discrimination and summarizing the special information supplied by the Administering Members, the Committee, at its 241st meeting, decided to submit that section of the 1961 special report on social advancement to the General Assembly in fulfilment of the request contained in resolution 1536 (XV).

## VII. Preparation and training of indigenous civil and technical cadres in Non-Self-Governing Territories

34. By resolution 1534 (XV) of 15 December 1960, the General Assembly had requested the Administering

<sup>5</sup> A/AC.35/L.348.

Members to transmit special reports setting out all available information on the training facilities for, and current strength, composition, state of preparation, etc., of civil and technical services in the Territories under their administration. It had also requested that the special reports should be transmitted in time so as to enable the Committee on Information from Non-Self-Governing Territories to examine such information and to report thereon to the General Assembly at its sixteenth session.

35. The Committee on Information from Non-Self-Governing Territories had before it a preliminary study prepared by the Secretariat<sup>6</sup> on the basis of information regularly transmitted to the Secretary-General under Article 73 e of the Charter, and the supplemental information supplied under General Assembly resolution 143 (III). This study set out, as a sample of the material available, information on the preparation and training of indigenous civil and technical cadres in Kenya, Fiji and the Bahamas under the administration of the United Kingdom. The Governments of Australia, the Netherlands, New Zealand, the United Kingdom and the United States communicated reports to the Secretary-General<sup>7</sup> in accordance with the terms of resolution 1534 (XV), and these were supplemented by the information contained in the statements made by their representatives at the Committee's 226th, 227th, 233rd, 235th and 237th meetings. Statements were also made by the representatives of Ceylon, Ghana, India, Iraq and Liberia.

36. At the 235th meeting, in view of the late transmission of the information which prevented the Committee from considering this item in detail, the representative of India, supported by the representatives of Ceylon, Ghana, Iraq, Liberia and the Netherlands, proposed that: (1) the Committee should report to the General Assembly that because of the lack of information it had not been able to examine fully the question of the preparation and training of indigenous civil and technical cadres in the Non-Self-Governing Territories; (2) the Committee should annex to its report to the General Assembly the information transmitted by the Administering Members and the texts of the oral statements they had made before the Committee; and (3) an analysis, to be prepared by the Secretariat, of the information contained in these reports, including relevant observations and comments made by the non-Administering Members, should be submitted to the General Assembly separately. This proposal was accepted by the Committee at its 237th meeting.

37. The information transmitted by the Governments of Australia, the Netherlands, New Zealand, the United Kingdom and the United States,<sup>7</sup> together with the texts of the oral statements, is annexed to this report as annex IV. The analysis to be prepared by the Secretariat, which will also reflect the views expressed by the non-Administering Members, will be submitted to the General Assembly directly.

### VIII. Educational and economic advancement

38. In accordance with its regular programme of work, the Committee also considered educational and economic advancement in the Non-Self-Governing Territories. It had before it for this item the summaries of information transmitted under Article 73 e for 1959,<sup>8</sup>

together with the 1959 report on educational conditions<sup>9</sup> and the 1960 report on economic conditions.<sup>10</sup>

39. The Committee discussed this item at its 235th to 237th meetings. Statements were made by the representatives of Ghana, India, Iraq, Liberia, the United Kingdom and the United States.

#### (a) *Economic advancement*

40. As the Committee had given special attention to economic conditions at its last session, the subject was not fully discussed this year. Some representatives commented on the lack of information before the Committee. The summaries for some Territories had not yet been distributed or were not available, and the information before the Committee did not adequately show the extent of the participation of the indigenous inhabitants in the general economic life of the Territory; for instance, their share in the production of cash crops.

41. As agriculture remained the basis of the economy in most of the Non-Self-Governing Territories, it was urgently necessary to rehabilitate the rural economy; to diversify production and to accelerate the development of a market economy. Among other measures it was suggested that Governments should encourage the development of small industries so as to help create national savings and develop manufacturing industries utilizing local materials to make the Territories self-sufficient in consumer goods. Other areas requiring intensive development were power, mining and intra- and inter-territorial communications, including airlines, railways, mail routes and cultural exchange.

42. Several representatives also referred to the technical assistance programmes provided by the United Nations and specialized agencies. They expressed the hope that the Administering Members would make greater use of such assistance for the economic advancement of their Territories.

#### (b) *New developments connected with the impact of the European Economic Community on Non-Self-Governing Territories*

43. The representative of the Netherlands informed the Committee of the assistance received by Netherlands New Guinea from the Development Fund established by the European Economic Community for six projects. As specified in the provisions of that Fund, development projects had to form part of the general development of the Territory and had to be for the welfare of the inhabitants. He gave the Committee a description of these projects and assured the Committee that the association of Netherlands New Guinea in the European Economic Community had had no adverse consequences but would substantially benefit the inhabitants of that Territory.

44. The attention of the Committee was drawn to the report of the Economic Commission for Africa on the impact of Western European integration on African trade and development.<sup>11</sup> From that report it appeared that while there might be immediate and short-term benefits in the association of Non-Self-Governing Territories with economic groupings such as the European Economic Community, newly independent States should consider carefully the long-term implications of such associations.

<sup>9</sup> *Official Records of the General Assembly, Fourteenth Session, Supplement No. 15 (A/4111)*, part two.

<sup>10</sup> *Ibid.*, *Fifteenth Session, Supplement No. 15 (A/4371)*, part three.

<sup>11</sup> E/CN.14/72.

<sup>6</sup> A/AC.35/L.340 and Corr.1.

<sup>7</sup> A/4761, A/4764-A/4767.

<sup>8</sup> A/4754 and Add.1, A/4760.

(c) *Educational advancement*

45. The representative of UNESCO presented the report prepared by his organization on measures for the elimination of illiteracy.<sup>12</sup> He pointed out that it was becoming increasingly recognized that the pace of economic development was closely related to the educational advancement of the people. A recent survey made by UNESCO of twenty Territories over the past decade showed that in eight of these Territories the percentage of children of school age attending school was still below 50 per cent, while in fourteen, only 5 per cent of the children between the ages of fifteen and nineteen were enrolled in secondary schools. In only three Territories was the enrolment over 10 per cent. Although there had been a considerable number of literacy campaigns in the Territories, the effectiveness of such campaigns tended to be reduced unless they were broadly conceived, were related to the everyday needs of the adult illiterates, were conducted wherever possible in connexion with existing local organizations and clubs and used varied methods, techniques and activities in which the illiterates could participate.

46. In the course of the discussions on social advancement (item 4) and on the preparation and training of indigenous civil and technical cadres (item 5), information was also provided by the Administering Members on various aspects of education and on the facilities for training civil service personnel within the educational systems of the Territory, with particular emphasis on vocational and technical training (see section VII above). At the 235th meeting, the representative of the United States gave the Committee further information on recent developments in education in Guam, American Samoa and the United States Virgin Islands.

47. Many of the non-Administering Members stressed that educational advancement in the Non-Self-Governing Territories should take into account the passionate desire of the peoples of the Territories for education. The information contained in the summaries showed that the record of the progress made often fell short of the aims. In Kenya, for instance, the increase in expenditure on education had been largely offset by the increase in the school enrolment consequent on the growth of population. Secondary school enrolment was even less satisfactory, since only a small percentage of the primary students entered secondary schools. In some Territories, increases in enrolment had been accompanied by high rates of wastage. The enrolment of girls, especially at the secondary level, was much lower than that of boys.

48. Several members pointed out that in some of the Non-Self-Governing Territories there were still separate facilities for children of different racial groups with a disproportionate expenditure on non-indigenous education. Education at the primary level in Kenya was still divided along racial lines despite the declared policy of the Government to admit all races to all schools. The fact that such situations still existed was the subject of criticism on the part of some members.

49. In reply to this criticism, the representative of the United Kingdom recalled that in connexion with the discussion on racial discrimination, under item 4 of the Committee's agenda, he had informed the Committee of recent steps taken in Kenya to implement the declared policy.<sup>13</sup> Higher education in that Territory had always

been on an interracial basis and progress was being made at the secondary level. At the lower level there was still separate facilities because of language difficulties. He agreed that much remained to be done as the full implementation of the declared policy would take time. He informed the Committee that its observations on this question would be communicated to the Minister of Education in Kenya.

50. As the Committee discussed the question of racial discrimination in education in detail in connexion with the item on social advancement (see section VI above), its views on this subject appear in part two of the present report (section VIII).

**IX. International collaboration and technical assistance**

51. The Committee had before it a report on international technical assistance to Non-Self-Governing Territories<sup>14</sup> and a report on international collaboration for economic, social and educational advancement<sup>15</sup> prepared by the Secretariat, under General Assembly resolution 220 (III) of 3 November 1948, on decisions taken by the Economic and Social Council and studies made under its auspices which were of particular interest to the Non-Self-Governing Territories. It also had before it a report on the activities of WHO and UNICEF<sup>16</sup> and a report by UNESCO on the elimination of illiteracy.<sup>17</sup>

52. The Secretariat report on international collaboration summarized decisions and studies made by the Economic and Social Council and its commissions on economic development, social conditions, human rights and the status of women, and discussed briefly regional co-operation in the interests of Non-Self-Governing Territories. Under the section on co-operation, information was included on a resolution adopted by the Economic Commission for Africa urging all Member States administering Non-Self-Governing Territories in Africa to propose during 1961 the participation of those Territories in the work of the Commission as associate members, and expressing the desire to see those Territories represented by Africans at its next session.

53. The Committee considered this item at its 237th, 239th and 240th meetings. Statements were made by the representatives of Australia, Liberia, the Netherlands and the United Kingdom. The Administering Members informed the Committee of the technical assistance received by the Territories under their administration in response to General Assembly resolution 444 (V) of 12 December 1950, and expressed their appreciation for such assistance. Also, in respect to General Assembly resolution 1539 (XV) of 15 December 1960, they informed the Committee of the participation of Non-Self-Governing Territories in the work of the specialized agencies and the regional economic commissions of the United Nations.

54. The representative of the Netherlands referred to the assistance provided to Netherlands New Guinea by WHO and UNICEF in campaigns against malaria, tuberculosis, yaws and leprosy. He also informed the Committee of the participation of Netherlands New Guinea in the South Pacific Commission and the co-operation between his Government and the Government

<sup>14</sup> A/AC.35/L.344.

<sup>15</sup> A/AC.35/L.342.

<sup>16</sup> A/AC.35/L.338.

<sup>17</sup> A/AC.35/L.343 and Corr.1.

<sup>12</sup> A/AC.35/L.343 and Corr.1.

<sup>13</sup> A/AC.35/SR.229.

of Australia in the administration of their two :ighbouring Ter: ritories.

55. The representative of Australia reaffirmed the policy of his Government to co-operate with international and regional bodies to help develop Papua as rapidly as was prudently possible.

56. The representative of the United Kingdom stated that it was the policy of his Government to associate the Territories under its administration with the work of the specialized agencies and regional economic commissions of the United Nations, to the extent provided by the constitutions of those bodies. It was, however, for each Territory to decide whether it wanted to participate in the work of these bodies. He enumerated the Non-Self-Governing Territories or groups of Territories, under United Kingdom administration, which participated in the work of UNESCO, IMCO, FAO, WHO, IPU, WMO and UPU as associate members; several Non-Self-Governing Territories had also been represented at the ILO general conferences as observer delegates. All United Kingdom Territories in Asia were associate members of ECAFE; all Territories in Africa participated in the work of ECA, individually or in a group, as associate members and Mauritius and Seychelles are being proposed for associate membership. The West Indies and British Guiana were associate members in ECLA, and recently British Honduras had also been admitted. With reference to international technical assistance, he pointed out that it was the policy of his Government to request such assistance to supplement its own efforts. He informed the Committee of the increased efforts of the United Kingdom to meet the growing needs of the Territories and of its participation in various programmes of international co-operation.

57. The information contained in the Secretariat report on international technical assistance showed that, under the Expanded Programme of Technical Assistance, allocations recommended for Non-Self-Governing Territories would amount to some \$2.5 million over the two-year period 1961-1962. The recommended projects would comprise 114 experts and thirty fellowships for twenty-five Territories. Almost half of the experts would be assigned to technical assistance in the field of health.

58. In addition to the assistance provided under the Expanded Programme, the ILO, FAO, WHO and UNESCO also provide assistance to the Non-Self-Governing Territories under their regular programmes of work. The report on the activities of WHO and UNICEF described their assistance to individual Territories and their inter-country (regional) programmes. The Committee also heard statements by the representatives of the ILO and UNESCO on their activities in the Non-Self-Governing Territories. The Committee was informed that UNESCO's programmes of work for 1961-1962 would provide increased assistance to the Non-Self-Governing Territories. Approval had already been given on the assignment of fifty-one experts to serve in eleven Territories and it was expected that these experts would be actually at work before the end of the year.

59. The representative of the ILO informed the Committee that for 1961-1962 his Organisation would provide assistance to six Non-Self-Governing Territories in various fields, including man-power organization, vocational training, co-operation and handicrafts, social security, labour conditions and administration, and productivity and management development.

60. In the discussions on economic, social and educational conditions, several non-Administering Members had emphasized the importance of international technical assistance to the Non-Self-Governing Territories. They pointed out various fields in which the specialized agencies had wide experience and special competence, and suggested to the Administering Members that wider use should be made of international programmes. In particular, it was suggested that the assistance of FAO should be sought in connexion with programmes for rural development, of the ILO for increasing labour productivity, of WHO for the eradication of diseases and the training of health and medical personnel and of UNESCO in connexion with the elimination of illiteracy and various other aspects of education.

## X. Questions relating to summaries and analyses

61. The Committee discussed this item at its 237th to 240th meetings. Statements were made by the representatives of Argentina, Ceylon, Ghana, India, Iraq, Liberia, Mexico and Spain. The discussion covered: (a) the dates of the transmission of information under Article 73 e of the Charter; (b) the question of the transmission of political information; (c) the preparation and distribution of documents by the Secretariat and (d) questions arising from General Assembly resolutions 1514 (XV), 1541 (XV) and 1542 (XV).

### (a) *Dates of transmission of information under Article 73 e*

62. By resolution 218 (III) of 3 November 1948, Members transmitting information under Article 73 e were invited "to send to the Secretary-General the most recent information which is at their disposal, as early as possible and at the latest within a maximum period of six months following the expiration of the administrative year in the Non-Self-Governing Territories concerned".

63. The report of the Secretariat on the dates of receipt of information, which appears as annex II to the present report, showed that only in a few exceptional cases had the information been transmitted according to the schedule suggested by the General Assembly. In most cases there had been a delay of two months or more and in several cases six months or more. In connexion with the question of the distribution of documents for the Committee (see sub-section (c) below), several representatives drew the attention of the Committee to these delays. They expressed the hope that the Administering Members would co-operate more fully with the United Nations and send the information under Article 73 e on time.

### (b) *Political information*

64. Of the fifty-one Non-Self-Governing Territories on which information was transmitted in 1960, forty-one Territories are administered by the United Kingdom, three by New Zealand, three by the United States, two by Australia, one by the Netherlands, and one by France jointly with the United Kingdom.

65. Some members of the Committee pointed out that, although Australia, the Netherlands, New Zealand and the United States regularly transmitted political information, the United Kingdom had never done so. This meant that the Committee could not properly assess the advancement in most of the Territories because of the lack of political information. They recalled that at its fifteenth session the General Assembly had, by reso-



lution 1535 (XV) of 15 December 1960, again urged all Administering Members who had not yet done so to extend their co-operation to the United Nations by transmitting political information.

66. At the 238th meeting, the representative of India appealed to the United Kingdom to transmit political information on the Territories under its administration. He suggested that if the Administering Members did not transmit political information it might be necessary for the General Assembly to request the Committee to examine political developments in the Territories on the basis of published official reports and other authoritative material. This suggestion was supported by some other non-Administering Members and was further discussed in connexion with the question of the renewal of the Committee.

(c) *Distribution of documents of the Committee*

67. In the course of the discussions on social, educational and economic advancement in the Non-Self-Governing Territories (items 4 and 6), a representative noted the delay in the distribution of the Spanish texts of the working documents and the summaries of information transmitted under Article 73 e.

68. Under the present item, it was again pointed out that the work of the Committee had been handicapped by these delays. Not only had the summaries been distributed so late that delegations had not had time to study them in detail, but some summaries had only become available after the Committee had completed its discussion of items 4, 5 and 6.

69. At the same meeting, the Under-Secretary explained that a number of factors had contributed to the delay, and some had been beyond the Secretariat's control; one of them was the delay in the transmission of information. A major reason for the delay, however, had been the heavy workload created by the resumed session of the General Assembly and by the documentation required in connexion with the situation in the Congo. Consequently, the Documents Services had not had enough time to complete the work on the documents for the various bodies meeting immediately after the close of the fifteenth session of the General Assembly. The delay in distribution of the summaries was also due, in part, to the way in which the summaries were grouped and printed. As the summaries were grouped in fascicles by geographical regions, when information on one Territory was delayed, the processing of the summaries of all Territories in that group was also delayed.

70. Several delegations stated that whatever the reasons for the delays, they felt that the Committee could not effectively discharge its functions as it did not have the summaries of information before it in respect of all the Territories. Subsequently, during the discussion on the future work of the Committee, several suggestions were made. An account of the discussion on these suggestions, one of which was the possibility of changing the date of the next session of the Committee, is contained in section XI of this report.

(d) *Questions arising from General Assembly resolutions 1514 (XV), 1541 (XV) and 1542 (XV)*

71. By resolution 1542 (XV), the General Assembly declared that an obligation existed on the part of the Government of Portugal to transmit information under Chapter XI of the Charter concerning the Territories under its administration and that this obligation should

be discharged without further delay; and requested the Government of Portugal to transmit to the Secretary-General information in accordance with the provisions of Chapter XI of the Charter on the conditions prevailing in the Territories under its administration, as enumerated in General Assembly resolution 1542 (XV). By the same resolution, the General Assembly requested the Secretary-General to take the necessary steps in pursuance of the declaration of the Government of Spain that it was ready to act in accordance with provisions of Chapter XI of the Charter, and invited the Governments of Portugal and Spain to participate in the work of the Committee on Information from Non-Self-Governing Territories in accordance with the terms of paragraph 2 of General Assembly resolution 1332 (XIII).

72. The twelfth session of the Committee was attended by the representative of Spain. The Committee did not have before it any summaries of information transmitted by the Government of Spain, and in the studies submitted to it no reference had been made to Spanish Territories. The note on the dates of receipt of information showed that the Secretary-General had not received information from the Spanish Government under Article 73 e of the Charter.

73. At the 239th meeting, after the conclusion of the discussion on the substantive items, the representative of Spain made a statement in connexion with the obligation of his Government under Article 73 e. He provided the Committee with detailed information on political, economic, social and educational conditions in Fernando Póo, Río Muni and the Spanish Sahara. As decided by the Committee, the text of the statement of the representative of Spain is annexed to this report as annex V.

74. The representatives of Argentina, Ceylon, Ghana, India, Iraq and Liberia welcomed the statement by the representative of Spain. Some representatives expressed regret that the Committee had not had this information at the beginning of its session and hoped that in the future the Government of Spain would transmit information under Article 73 e in time for the Secretariat to summarize it in accordance with the usual practice.

75. The representative of Ghana asked whether the Spanish Government intended to include at a later date information on Ifni which had been omitted from the Spanish representative's statement. In reply, the representative of Spain stated, among other reasons, that because bilateral discussions had been held between Spain and Morocco, his Government had not considered it appropriate to include Ifni in the information provided to the Committee.

76. The representative of Ghana reserved his position with regard to Ifni, which, he stated, his Government regarded as part of Africa and not as an overseas province of Spain. The representative of Iraq reserved the position of her Government in respect of Ifni, Saguia-el-Hamra and Río de Oro.

77. At the 237th meeting, the representative of Mexico referred to General Assembly resolution 1514 (XV). He pointed out that this resolution provided the legal basis for concrete measures leading to the independence of all Non-Self-Governing Territories. In this connexion, he noted that the French Territories in South America had not yet achieved independence and their status was not clear. Although France had transmitted information on these Territories in 1946, it had ceased transmission the following year without any action by the General Assembly. The cessation of information

on those Territories had not, however, been approved by the General Assembly. The General Assembly had, by resolution 1541 (XV), asserted its competence to decide whether or not an obligation exists to transmit information, and had adopted twelve principles to be used in this connexion. Accordingly, the status of the French Territories should be examined in the light of these principles. Among other principles, the General Assembly had declared that *prima facie* there is an obligation to transmit information in respect of a Territory which is geographically separate and is distinct ethnically and/or culturally from the country administering it. Since the French Territories came under this category, it was for the General Assembly to decide whether or not an obligation existed to transmit information. He hoped that the situation would be resolved in the near future with the co-operation of France.

78. The representative of France rejected the allegations of the representative of Mexico and stated that the only responsibility his Government had under Chapter XI was that for the New Hebrides which it administered jointly with the United Kingdom.

79. The representatives of Argentina, India and Liberia expressed their support for the position taken by the representative of Mexico.

80. At the 239th meeting, Ceylon, Ghana, India, Iraq, Liberia and Mexico submitted a draft resolution<sup>18</sup> in the name of the Committee. By this draft resolution, the Committee on Information from Non-Self-Governing Territories would note with regret the absence of the representative of Portugal from the Committee and the fact that Portugal had not yet transmitted information under Article 73 e. Further, under operative paragraph 3, the Committee would request the Secretary-General, "pending the receipt of information on conditions in the Territories under the administration of Portugal, to prepare, on the basis of such reliable and authoritative publications as may be available, for the next session of the General Assembly, background papers containing statistical and other information relating to economic, social and educational conditions prevailing in the Territories under the administration of Portugal".

81. At the 240th meeting, in introducing this draft resolution, the sponsors recalled that by resolution 1542 (XV) the General Assembly had called upon the Government of Portugal to transmit information under Article 73 e in respect of the Territories enumerated in that resolution. As the representative of Portugal had been absent and no information had been transmitted by his Government, the Committee had not been able to discharge its mandate to examine the conditions in Portuguese Territories. It was therefore the Committee's duty to provide the General Assembly with some information on which it could base its discussions. For these reasons, it was proposed to ask the Secretary-General to prepare some background documentation for the use of the General Assembly at the sixteenth session. In the course of one of his statements, the representative of India also suggested that in the absence of the transmission of information by Portugal concerning its Non-Self-Governing Territories, the Committee should be authorized, as a very exceptional case, to admit oral hearings from these Territories.

82. Some members expressed support for the general principles of this draft resolution. Some, however, op-

posed operative paragraph 3 because they considered that it went beyond the competence of the Committee. By its terms of reference, the Committee was invited "to examine in the spirit of Article 1, paragraphs 3 and 4, and of Article 55 of the Charter the summaries and analyses of information transmitted under Article 73 e of the Charter on 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". According to these representatives the Committee was thus not competent to examine information gathered by the Secretariat from other sources. It was further pointed out that the adoption of the draft resolution would place the Secretary-General in a difficult position. It placed a burden on the Secretary-General to decide which sources were authoritative. Furthermore, until the General Assembly had formally approved the report of the Committee, the Secretary-General would not, in actual fact, have any mandate to prepare the background report requested which therefore could not be placed before the sixteenth session.

83. Against these arguments procedures were cited showing that the Committee, in adopting operative paragraph 3, would not be exceeding its terms of reference; as in the past, it had, in its own name, taken decisions of a procedural nature, requesting the Secretary-General to prepare reports. The Committee also had taken decisions in connexion with the cessation of transmission of information.

84. At the same meeting, the Committee voted on the draft resolution. At the request of the representative of New Zealand, the Committee voted on operative paragraph 3 separately, which it rejected by a roll-call vote of 7 to 6, with 2 abstentions. The voting was as follows:

*In favour:* Ceylon, Ghana, India, Iraq, Liberia and Mexico.

*Against:* Australia, France, Netherlands, New Zealand, Spain, United Kingdom, United States.

*Abstentions:* Argentina, Dominican Republic.

The Committee adopted the draft resolution, as amended, by 9 votes to 2, with 4 abstentions.

85. The text of the resolution, as adopted by the Committee, is as follows:

*"The Committee on information from Non-Self-Governing Territories,*

*"Recalling* General Assembly resolution 1542 (XV) of 15 December 1960, whereby the Assembly declared that an obligation exists on the part of the Government of Portugal to transmit information under Chapter XI of the Charter concerning its Non-Self-Governing Territories enumerated in that resolution and that this obligation should be discharged without further delay,

*"Noting* that the General Assembly, by that same resolution, requested the Government of Portugal to transmit to the Secretary-General information in accordance with the provisions of Chapter XI of the Charter on the conditions prevailing in the Territories under its administration, and invited the Government of Portugal to participate in the work of the Committee on Information from Non-Self-Governing Territories in accordance with the terms of paragraph 2

<sup>18</sup> A/AC.35/L.349.

of General Assembly resolution 1332 (XIII) of 12 December 1958,

"1. *Notes with regret* that the Government of Portugal has not yet transmitted the information as required under resolution 1542 (XV), nor has it indicated its intention to do so;

"2. *Deeply regrets* the absence of the representative of Portugal from the Committee on Information from Non-Self-Governing Territories at its twelfth session."

## **XI. Question of the renewal of the Committee**

86. Operative paragraph 8 of General Assembly resolution 1332 (XIII) provides that "at its sixteenth session, the General Assembly will reconsider the question of continuing the Committee on Information from Non-Self-Governing Territories, together with the questions of the composition and terms of reference of this or any such future committee".

87. The Committee discussed this question at its 240th meeting. Statements were made by the representatives of Argentina, Ceylon, Ghana, Iraq, Liberia and the United States.

88. The representative of the United States said that his delegation was prepared to give its full and unqualified support to renewing the Committee for another three-year period with its present terms of reference, if that was the wish of the Committee. On the other hand, if some members of the Committee wished to press for an extension of the terms of reference of the Committee, it was the view of his Government that this matter, which was a controversial one, should be simply referred to the Fourth Committee. In that case, it would also propose that no specific and formal recommendations should be made by the Committee concerning its future work, and that the views expressed on this question should be included in the Committee's report to the General Assembly.

89. Several non-Administering Members referred to General Assembly resolution 1514 (XV) on the granting of independence to colonial countries and peoples. They expressed the view that the future work of the Committee should aim at the implementation of this resolution. Accordingly, the Committee should not be renewed for a fixed period of time but should be set up so that it would exist as long as there were any Non-Self-Governing Territories.

90. As for the terms of reference of the Committee, these delegations did not wish to submit any formal proposals but agreed that the matter should be left to the consideration and decision of the General Assembly at its sixteenth session; they felt it useful, however, to outline the areas in which changes in the Committee's terms of reference were desirable. Accordingly, several suggestions were made, one of which was that the Committee should be authorized to examine political and constitutional developments. It was further suggested that the Committee should be able to submit recommendations on individual Territories. The clause in resolution 1332 (XIII) providing for recommendations to be made generally, but not in respect of individual Territories, had become a serious handicap to the effectiveness of the Committee's work. Furthermore, because of the rapid changes taking place in the Non-Self-Governing Territories, information soon became out of date. These delegations thought that the Committee could no longer afford to examine the functional fields only once every three

years, but should examine all aspects of economic, social, educational and political advancement in the Territories each year.

91. The representative of the United Kingdom stated that his country had co-operated with the Committee in the past, in spite of its view that the Charter contained no provision for examination of the information transmitted under Article 73 e, subject to certain conditions which were embodied in General Assembly resolution 1332 (XIII). He would have been prepared to support a proposal to renew the Committee on the same basis, but since some members had proposed that the terms of reference be extended, he thought it wise that the Committee should not attempt to formulate a recommendation on this item, which would in any case be on the provisional agenda of the sixteenth session of the General Assembly.

92. The Committee decided to submit this account of the views of its members for the information of the General Assembly.

## **XII. Future work of the Committee**

93. The Committee discussed this item at its 238th and 240th meetings. Although the Committee considered this question principally on the basis of a working paper prepared by the Secretariat,<sup>19</sup> it also took into consideration views expressed during the discussions on items 8 and 9. Equally, the Committee took into account the opinion expressed by some members that the future work of the Committee would have to be considered by the General Assembly at its sixteenth session in connexion with any decisions it might take on the question of the renewal of the Committee and its terms of reference.

94. The working paper of the Secretariat had pointed out that if the Committee were to meet in the spring of 1962, it would normally have before it at that time full summaries of information for the year 1960, with data covering the two preceding years. Since much of the 1960 information was likely to have become out of date by the time the Committee met in the spring of 1962, some members suggested that the date of the session of the Committee might be changed. As a possibility it was suggested that, for instance, the Committee could meet in August and, provided the Administering Members could make the effort to send the information transmitted under Article 73 e by June 1962, i.e., according to the dates given in General Assembly resolution 218 (III), the Secretariat would be in possession of information for 1961 in addition to that for 1960 and would have some two months in which to prepare and distribute the summaries of information.

95. Some other members pointed out that if the change in the date of the next session could not be easily made, the Administering Members might, in accordance with the provisions of section C of the preface to the Standard Form adopted by the General Assembly in resolution 551 (VI) of 7 December 1951, provide a survey of the principles and practical measures showing general trends in the Territories, and thus make available information on the latest developments in the most important areas to bring the information under Article 73 e more up to date. The representative of Liberia suggested that the specialized agencies should be asked by the General Assembly to assist the Committee by bringing this information up to date.

<sup>19</sup> A/AC.35/L.347.

96. The Secretariat drew the Committee's attention to its statement on the distribution of documents and pointed out that if the Committee wished to change the date of its next session it would be necessary for the Committee to indicate its wish, so that other units responsible for servicing meetings could be consulted.

97. As a basis for discussion, the Secretariat paper had suggested four major studies on education for the special consideration of the Committee at its next session. The representative of India suggested three other studies to be prepared by the specialized agencies for the Committee, as follows: (1) education of women and girls, to be prepared by UNESCO; (2) vocational and technical training, but with special emphasis on education of the workers, to be prepared by the ILO; and (3) aspects of health education and facilities for training medical and health personnel, to be prepared by WHO. He further suggested that the studies prepared by the ILO and WHO should take into account the conditions

in Portuguese Territories, because both these agencies had their own sources of information on conditions in these areas.

98. In connexion with the general survey of education suggested in the working paper prepared by the Secretariat,<sup>19</sup> the representative of UNESCO informed the Committee that his Organization would be ready to prepare a report of a general character on education in Non-Self-Governing Territories, which would take into account both the plan of work of the Committee and the UNESCO plan of work for 1962. UNESCO hoped, in particular, to have at its disposal information emanating from the African Non-Self-Governing Territories which had been invited to the education conference held at Addis Ababa. This should provide considerable material of interest to the Committee for inclusion in a report. The contents of the report and its extent would be the subject of discussion and agreement between the Secretariats of the United Nations and of UNESCO.

## ANNEX I

### Agenda of the Committee

<i>Item</i>	<i>Documents</i>	<i>Summary records</i>
1. Opening of the session	A/AC.35/INF.24	225
2. Election of Chairman, Vice-Chairman and Rapporteur		225
3. Adoption of agenda	A/AC.35/14 and Rev.1; A/AC.35/L.328	
4. Social advancement in Non-Self-Governing Territories:	A/4754 and Add.1-A/4759; A/4760	226, 227, 228, 229, 230, 231, 232
(a) Aspects of urban development	A/AC.35/L.335	226, 227, 228, 229, 230, 232
(b) Aspects of rural development	A/AC.35/L.336	228, 229, 230, 232
(c) Community development	A/AC.35/L.337	228, 229, 230
(d) Levels of living	A/AC.35/L.337	230, 232
(e) Aspects of labour problems	A/AC.35/L.330; A/AC.35/L.331; A/AC.35/L.332; A/AC.35/L.333; A/AC.35/L.339 and Corr.1	231, 232, 233
(f) Racial discrimination in Non-Self-Governing Territories	Resolution 1536 (XV); A/AC.35/L.334 and Corr.1 (English only); A/4768	228, 229, 231, 232, 233
(g) Juvenile delinquency	A/AC.35/L.329 and Corr.1	226, 227, 229, 230, 231, 232
(h) Public health	A/AC.35/L.335; A/AC.35/L.336; A/AC.35/L.338; A/AC.35/L.345 and Corr.1 (English only); A/AC.35/L.346	228, 229, 232, 233
5. Preparation and training of indigenous and civil cadres in Non-Self-Governing Territories	Resolution 1534 (XV); A/AC.35/L.340 and Corr.1 (English only); A/4761; A/4764-A/4767	227, 233, 234, 235
6. Educational and economic advancement in Non-Self-Governing Territories:		
(a) Information on economic and educational conditions contained in the summaries of information	A/4754 and Add.1-A/4759	235, 236
(b) Questions arising out of the 1959 report on education and the 1960 report on economic conditions	A/4111; A/4371	235, 236
(c) New developments connected with the impact of the European Economic Community on Non-Self-Governing Territories	A/AC.35/L.328 (para. 15)	235, 236
7. International collaboration for economic, social and educational advancement, including technical assistance to Non-Self-Governing Territories	A/AC.35/L.338; A/AC.35/L.342; A/AC.35/L.343 and Corr.1 (English only); A/AC.35/L.344	237, 239, 240

**Agenda of the Committee (continued)**

<i>Item</i>	<i>Documents</i>	<i>Summary records</i>
8. Questions relating to the summaries and analyses additional to those treated under previous items	A/4754 and Add.1-A/4759; A/4760; A/AC.35/L.341; A/AC.35/L.349	237, 238, 239, 240
9. Question of the renewal of the Committee on Information from Non-Self-Governing Territories		240
10. Future work of the Committee	A/AC.35/L.347	238, 240
11. Approval of the reports to be submitted to the General Assembly		
(a) Report on social advancement	A/AC.35/L.348; A/AC.35/L.351	241
(b) Report on the general work of the Committee	A/AC.35/L.350	242

**ANNEX II**

**Dates of receipt of information on Non-Self-Governing Territories**

By General Assembly resolution 218 (III) of 3 November 1948, the Members transmitting information under Article 73 e of the Charter were invited "to send to the Secretary-General the most recent information which is at their disposal, as early as possible and at the latest within a maximum period of six months following the expiration of the administrative year in the Non-Self-Governing Territories concerned". In practice the maximum period expires on 30 June in the case of Territories other than those under the administration of Australia, New Zealand and the United States of America. In the case of New Zealand the administrative year expires on 31 March and with respect to Australia and the United States Territories on 30 June.

The following are the dates on which information was transmitted under Article 73 e of the Charter to the Secretary-General in 1958, 1959 and 1960. Territories on which information was transmitted in 1958 or 1959, but was discontinued in 1960 owing to the achievement by these Territories of independence or other forms of full self-government, have not been listed in this note.

	1958	1959	1960
<b>UNITED KINGDOM (continued)</b>			
Falkland Islands	11 Aug.	27 Jan. 1960	16 Dec.
Fiji	4 Sept.	9 Sept.	3 Nov.
Gambia	11 Sept.	20 July	20 July
Gibraltar	11 Aug.	8 July	8 Aug.
Gilbert and Ellice Islands	3 Oct.	26 Nov.	7 July
Hong Kong	23 July	16 July	1 June
Kenya	12 Sept.	24 Sept.	30 Aug.
Malta	—	—	6 Dec.
Mauritius	4 Sept.	9 Sept.	7 July
New Hebrides	19 Sept.	15 June	1 Sept.
North Borneo	4 Sept.	21 Oct.	12 Aug.
Northern Rhodesia	4 Aug.	7 July	20 July
Nyasaland	4 Aug.	16 July	20 July
Pitcairn Island	18 Jan. 1960	18 Jan. 1960	7 July
St. Helena	15 Aug.	26 Nov.	7 July
Sarawak	11 Aug.	26 Nov.	14 Sept.
Seychelles	—	3 Aug.	3 June
Sierra Leone	19 Nov.	25 Nov.	21 Apr. 1961
Singapore	11 Aug.	26 Nov.	7 Feb. 1961
Solomon Islands	11 Aug.	26 Nov.	5 July
Swaziland	19 Sept.	10 June	10 Aug.
The West Indies:			
Antigua	15 Aug.	10 July	19 May 1961
Barbados	2 Oct.	27 Nov.	7 July
Dominica	2 Oct.	16 July	12 Aug.
Grenada	22 Aug.	14 Mar. 1960	25 Aug.
Jamaica	29 Sept.	21 Oct.	20 July
Montserrat	11 Aug.	3 Aug.	20 July
St. Kitts-Nevis-Anguilla	11 Aug.	9 Sept.	1 Sept.
St. Lucia	10 Nov.	25 Nov.	1 Sept.
St. Vincent	3 Feb. 1960	9 Jan. 1961	11 May 1961
Trinidad and Tobago	11 Aug.	27 Aug.	28 Dec.
Uganda	1 Sept.	9 Sept.	4 Aug.
Zanzibar	1 Sept.	16 July	20 July
<b>UNITED STATES OF AMERICA</b>			
American Samoa	25 Feb.	12 Mar.	8 Apr.
Guam	4 Mar.	12 Mar.	13 May
Hawaii	—	6 May 1960	—
United States Virgin Islands	3 Apr.	1 May	9 May
<b>1958</b>			
<b>AUSTRALIA</b>			
Cocos (Keeling) Islands	7 May	25 Sept.	29 Feb.
Papua	8 Apr.	25 Sept.	9 Aug.
<b>FRANCE</b>			
Comoro Archipelago	a	a	a
French Somaliland	a	a	a
New Hebrides	14 Apr. 1959	25 Mar. 1960	11 Apr. 1961
<b>NETHERLANDS</b>			
Netherlands New Guinea	2 Sept.	1 Sept.	30 Sept.
<b>NEW ZEALAND</b>			
Cook Islands	3 Nov.	26 Oct.	25 Nov.
Niue Island	3 Nov.	26 Oct.	25 Nov.
Tokelau Islands	3 Nov.	26 Oct.	25 Nov.
<b>UNITED KINGDOM</b>			
Aden	21 Jan. 1959	3 Feb. 1960	20 Feb. 1961
Bahamas	15 Aug.	26 Nov.	16 Sept.
Basutoland	19 Sept.	3 Aug.	30 Aug.
Bechuanaland	2 July	10 June	10 Aug.
Bermuda	5 Sept.	9 Sept.	25 Oct.
British Guiana	11 Aug.	17 July	20 July
British Honduras	12 Feb. 1959	23 Dec.	28 Nov.
British Virgin Islands	11 Aug.	13 Jan. 1960	29 July
Brunei	23 July	17 Aug.	7 July

<sup>a</sup> On 27 March 1959 the Government of France notified the Secretary-General that these Territories had attained internal autonomy and, consequently, the transmission of information thereon had ceased as from 1957.

## ANNEX III

### Draft resolution submitted for the consideration of the General Assembly

*The General Assembly,*

Recalling that by resolutions 643 (VII) of 10 December 1952, 929 (X) of 8 November 1955 and 1326 (XIII) of 12 December 1958 it approved the reports on social conditions prepared by the Committee on Information from Non-Self-Governing Territories in 1952,<sup>a</sup> 1955<sup>b</sup> and 1958,<sup>c</sup>

Recalling that in 1960 the Committee included a survey of social conditions in its observations and conclusions on the report on progress in the Non-Self-Governing Territories since the beginning of the United Nations,<sup>d</sup>

<sup>a</sup> *Official Records of the General Assembly, Seventh Session, Supplement No. 18 (A/2210)*, part two.

<sup>b</sup> *Ibid.*, Tenth Session, Supplement No. 16 (A/2908), part two.

<sup>c</sup> *Ibid.*, Thirteenth Session, Supplement No. 15 (A/3837), part two.

<sup>d</sup> *Ibid.*, Fiftieth Session, Supplement No. 15 (A/4371), part two, section C.

Having received a report on social advancement<sup>e</sup> prepared in 1961 by the Committee on Information from Non-Self-Governing Territories,

1. Approves the report on social advancement prepared in 1961 by the Committee on Information from Non-Self-Governing Territories, and considers that it should be read with the earlier reports approved in 1952, 1955 and 1958 and with the survey included in the report on progress;

2. Invites the Secretary-General to transmit the 1961 report to the Members of the United Nations responsible for the administration of Non-Self-Governing Territories, to the Economic and Social Council, to the regional economic commissions, to the Trusteeship Council and to the specialized agencies concerned, for their consideration;

3. Expresses its confidence that the Members responsible for the administration of Non-Self-Governing Territories will bring the report to the attention of the appropriate authorities.

<sup>e</sup> *Ibid.*, Sixteenth Session, Supplement No. 15 (A/4785), part two.

## ANNEX IV

### Statements on the preparation and training of indigenous civil and technical cadres presented by the Administering Members to the Committee on Information from Non-Self-Governing Territories

At its twelfth session, the Committee on Information from Non-Self-Governing Territories decided<sup>a</sup> (see part one, section VII, above) that oral statements made by the Administering Members on the preparation and training of indigenous civil and technical cadres in the Territories under their administration, as well as the information transmitted on this subject in response to General Assembly resolution 1534 (XV) of 15 December 1960, should be annexed to the Committee's report to the sixteenth session of the General Assembly.

Both oral and written statements were presented by the Governments of Australia, the Netherlands, New Zealand,<sup>a</sup> the United Kingdom and the United States, and are accordingly reproduced below. Where the information contained in the oral and written statements of a single Government was almost identical, only the written statement has been reproduced.<sup>b</sup> Where the information given in the oral and written statements overlapped to some extent, the relevant data has been incorporated in a single text.<sup>c</sup> Where the oral statement contained extensive supplementary information, both the oral and written statements have been reproduced in full.<sup>d</sup>

#### A. SPECIAL REPORT BY AUSTRALIA ON THE PREPARATION AND TRAINING OF INDIGENOUS CIVIL AND TECHNICAL CADRES IN PAPUA<sup>e</sup>

1. It is the objective of the Australian Government to advance the people of the Territories under its administration to the ultimate goal of self-government (but in such a way as to enable them efficiently to undertake the tasks of government and command the confidence and respect of all peoples). This requires not only their training in political awareness to ensure that their rights and interests are maintained, but training and experience in all forms of administrative development. It is with this purpose in view that the Administration makes pro-

<sup>a</sup> The representative of New Zealand did not make an oral statement on this subject.

<sup>b</sup> Australia and the United States.

<sup>c</sup> Netherlands.

<sup>d</sup> United Kingdom.

<sup>e</sup> This information was transmitted to the Secretary-General on 10 May 1961 and was summarized in an oral statement before the Committee on Information at its 234th meeting; the full text was distributed as a document under the symbol A/4766.

vision for a progressive intake of indigenous officers into the Public Service and ensures that their training is commensurate with the expanding needs of the service and their growing ability to cope with the higher levels of education.

2. Training is provided by the Administration to employees at the lowest levels of employment, enabling them if they so desire to advance progressively to responsible positions in the service, while the more advanced officers are given every encouragement and facility to qualify for any position within the scope of their ability.

3. Training is undertaken by the Department of Education, the Public Service Institute, and by all the technical and professional departments, most of whom provide special courses for each grade of officer.

4. Admission to the Territory's Public Service is by qualification, but indigenes who, while not qualified to enter the lowest of the four divisions, desire to obtain through training certain skills and qualifications and who wish to make a career with the Administration, may be employed as Administration Servants. Provision has been made for this class of employee to attend special classes to enable them to qualify for appointment to the Auxiliary Division. Such classes are mainly designed to advance the student to an educational standard comparable to Standard IX of the post-primary school syllabus.

5. The Auxiliary Division was created in the Public Service a few years ago, ostensibly as a training division, and qualification for entry varies according to the category of employment but ranges from Standard IV plus appropriate skill in the lower technical categories to examination at Standard IX in the clerical and sub-professional category. Training in the Auxiliary Division is partly by in-service and partly own time, and is undertaken by correspondence and class tuition, being generally aimed at advancing the students to the "junior" or "intermediate" certificate level of education to enable qualification for entry to the Third Division.

6. In order to provide for training of Papuans who become educationally qualified for entry into the Public Service at a higher level than the Auxiliary Division, a number of in-training positions have been created in the Third Division. Persons appointed to these positions receive practical "on-the-job" training, supplemented with formal class-room tuition, and are subject to Public Service conditions in regard to

salaries, leave, etc. On successful completion of the prescribed training course they are eligible for advancement to the following positions:

Assistant Co-operative Officer	Communications Officer
Assistant Field Officer	Drafting Assistant
Assistant Patrol Officer	Laboratory Assistant
Assistant Surveyor	Linesman
Assistant Valuer	Postal Assistant
Assistant Welfare Officer	Technical Assistant
Assistant Wharf Examining Officer	Technician

Distinct from this "on-the-job" training, full academic training is provided in special colleges for Papuans desiring appointment to professional type positions in the Third Division, such as Assistant Education Officer and Assistant Medical Practitioner.

7. Minimum qualification for entry to the Second Division of the Service is the Australian Leaving Certificate or equivalent, and beyond that training and study facilities are available and encouraged in all fields of higher education.

8. The Public Service Institute, which is the focus of training within the Territory for qualifications, promotions and specialized studies, continues to open new avenues for learning. While initially available only to members of the Public Service, the Institute facilities are now open to the general public. Advice and guidance in higher academic studies is available to all persons in the Territory and tutorial classes in university studies are now being extended to other centres besides that of Port Moresby. A further feature of the training facilities offered through the Public Service Institute in non-academic studies is the organization of adult leisure-time classes, while adult matriculation is now open to persons of any race in the Territory who are over the age of twenty-three years. The Institute has an important role to play in increasing indigenous participation in Public Service responsibilities. It plans during this year to include the provision of general orientation and special training courses for both non-indigenous and indigenous officers; expansion of its services in the teaching of matriculation subjects to enable officers of the Public Service and members of the general public in the Territory to qualify for university studies; and to increase also the range of studies for which tutorials are provided at university level. During the past year, 422 students availed themselves of the opportunity to study through the facilities offered by the Public Service Institute.

9. In addition to the training undertaken by the Public Service Institute, the Department of Education has established a special branch, known as the "Pre-entry and Auxiliary Training Branch" at which 920 students throughout the Territory were receiving either direct day and evening class tuition, or were studying by correspondence at 30 June last. Of these 141 were taking studies at a secondary level and the remainder at intermediate standard.

10. As an incentive to officers to study, a salary barrier has been introduced, advancement beyond which is by examination.

11. A further avenue of training associated with the Territory Public Service is the Australian School of Pacific Administration, the function of which is to provide courses for the education of officers and prospective officers of the Territory and also for certain other persons who, because of their association with the Territory, would benefit by their inclusion in the particular courses of study conducted by the school. Courses include general orientation courses for new entrants to the Territory Public Service, special courses for cadets of the Department of Native Affairs and Education, special courses for senior officers and the conducting of an annual seminar for selected officers on subjects related to the development of the Territory. Papuan officers are among those attending courses and seminars.

12. Additional forms of administrative training are undertaken by the Department of Native Affairs in the fields of local government and co-operatives.

#### *Local Government Councils*

13. Training in local Government Council matters is provided at two centres located in the Trust Territory of New

Guinea, the Vunadadir Local Government Training Centre near Rabaul and at the Ambenob Council Headquarters near Madang. Special courses are conducted periodically for administration officers, while six-month training courses are held for local government assistants and Council Clerks who receive training in basic local government accounting procedures, book-keeping, and other subjects. Such courses are for young men who have reached Standard IX at school and who, after graduation, are posted to Councils for employment. Local government assistants receive additional training in local government legislation, meeting procedures and all clerical aspects of Council work. Practical training continues after their appointment to a particular Council and when fully trained, these assistants are able to advise and assist the Councils in most aspects of their activities.

14. This training has substantially contributed to the expansion of the local Government Council movement, from one Council in 1951 covering a population of approximately 2,500 to sixteen in 1960 for a population of nearly 100,000 people, by providing essential staff to enable them to function. All Councils are staffed by qualified indigenous personnel.

#### *Co-operatives*

15. The training of co-operative staff is undertaken at the Co-operative Education Centre at Port Moresby. The construction of this centre was financed by contributions from co-operative societies throughout Papua and New Guinea, assisted by a grant from the Commonwealth Bank of Australia. Training staff is provided by the Administration, which also meets the boarding expenses of students. Instruction covers courses for inspectors, secretaries and storemen, and includes elementary book-keeping and such business practices as preparation of trading accounts and balance sheets. The qualifying standard for inspector and secretary courses is Standard VIII and the duration of each is about five months. The course for storemen requires a lower entrance qualification and the duration is six weeks.

16. The Co-operative Education Centre, established in 1955, has provided training for more than 200 Papuans. Students from the Trust Territory of New Guinea and from the Solomon Islands also attend these courses, which last year catered for a total number of twenty-eight students in storemen training and thirty-three as inspectors and secretaries. Co-operative societies in Papua are staffed entirely by Papuans who have built up the movement since 1950 to a total of 122 societies under one Federation of Societies with a total turnover of almost half a million pounds during last year.

#### *Education and teacher training*

17. Training through education is undertaken at the post-primary and secondary levels both within the Territory and in Australia.

18. On completion of primary schooling at Standard VII, three streams develop, one in the purely indigenous secondary schools, leading to the Queensland University public examinations four years later; the second in the integrated high schools leading to the New South Wales public examination; and the third stream in intermediate schools leading to Standard IX, whence the students proceed to teacher training or other technical or specialized training.

19. Training of Papuan teachers is undertaken by both the Administration and the missions. The syllabus of teacher training provides four different courses, i.e., A, B, C and D. The entrance qualification for course "A", which is of one year's duration, is Standard VI for mission students and Standard VII for administration students. Course "B", also of one year, requires an entrance qualification of Standard IX for all applicants. Course "C", which is of two years' duration, makes the Queensland Junior Certificate the qualification for entrance, though provisions are made for the admission of certain students at a slightly lower level for the time being. Course "D", which was only commenced this year, is a special course taking selected Papuan students from Standard VI and combines normal instruction with teacher training through to Standard IX. During the fourth year of this course, teacher



training is provided, bringing the student to the level of the "B" course certificate.

20. At 30 June last year sixty trainees, including four girls, were undertaking the "C" course at the Port Moresby Teachers' College, while there were forty "A" course trainees at the Idubada Teacher Training Centre.

21. At the same date, 104 students (including thirteen girls) were in training at six mission teacher training centres in Papua.

22. The greatly increased emphasis on in-service training for both administration and mission teachers has resulted in the establishment of refresher courses throughout the Territory during the school vacations. During last year, one or two courses were run in each district and this has enabled the Department of Education to supervise more closely the work of indigenous teachers, especially those with inferior qualifications, and to raise the general level of efficiency in schools.

23. Correspondence courses are available for Papuan teachers, and the Department maintains a specialized library, under the control of a trained librarian, for the benefit of professional officers.

#### *Scholarships*

24. Since 1954, scholarships have been provided for selected Papuan children to complete their education in Australia, with the full cost of education and other expenses met by the Administration. Last year forty-three Papuan children received assistance for education in Australia.

### TECHNICAL AND PROFESSIONAL TRAINING

#### *Technical training*

25. There are two administration and two mission technical training centres in Papua which admit students at the level of Standard VI to a four-year course of technical study. The first two years of the course have a specialized syllabus covering English, arithmetic, social studies, general science, technical drawing, wood-work and metal-work, while in the second two years the students specialize in one of the established trades.

#### *Apprenticeship training*

26. The technical training centres also provide regular part-time instruction for apprentices in training under the Native Apprenticeship Scheme. This scheme provides for training along the general lines of Australian Apprenticeship Schemes, and last year 104 Papuan trainees were under apprenticeship agreements in some twenty-one different trades.

27. Apprenticeships are also available to the more advanced trainees in Australia and a significant achievement by a seventeen-year old Papuan apprentice was the gaining of an honours pass in his first-year examinations last year. This apprentice is employed by the Shell Company and is taking his technical training in Brisbane.

#### *Agricultural training*

28. Training in the field of agriculture commences at the basic level and is carried out by both direct and indirect methods. At the village level, education is by contact with the farming community through patrolling, extension centres, rural organizations and assistance in the provision of marketing facilities. Administration work involves both activity in the field amongst farmers on their own land and on the government agricultural extension stations, while the direct training is divided into three levels: the training of professional and semi-professional agriculturists for the Territory's future needs, the training of indigenous intermediaries to assist in agricultural extension programmes and the training of farmers themselves to increase the numbers of expert farmers in rural communities.

29. Farmer training courses of from nine to twelve months' duration are held at agricultural extension stations. At the end of last year, 206 Papuans were receiving instructions in this type of training, while a further fifty-two selected trainees were appointed as field assistants to agricultural extension officers.

30. Sub-diploma courses will be provided for students with qualifications below the intermediate level who desire a specialized training in agriculture. It is planned to develop the Agricultural Extension Station at Popondetta for this purpose, but until this can be effected about twenty-five students a year are being trained at the Mageri Agricultural Training Centre near Port Moresby. Both theoretical and practical instruction are provided in agriculture, botany, plant health, agricultural economics and farming, and mathematics; supplementary instruction is given in English expression.

31. Further study facilities to full diploma level will shortly be available at the proposed Vudal Agricultural College in New Guinea to students who have successfully completed the intermediate school course.

32. Positions are available within the Department of Agriculture for successful graduates from all these levels of training to promote the rapid expansion of agricultural extension and to fill as many as possible of the positions available within the Department in the second, third and auxiliary divisions of the Territory's Public Service. Fourteen new appointments were made to the Auxiliary Division in the Department during last year.

33. In-service training is available at all levels of employment within the Department of Agriculture, while every year cadetships are available in agriculture and veterinary science. One Papuan student qualified for an academic scholarship last year and is now studying agricultural science at Sydney University. Two others are undertaking diploma studies at agricultural colleges in Australia.

#### *Fisheries training*

34. Training within the Fisheries Division covers a minimum period of three years' in-service training and involves a study of fish and shell species, together with the problems of river, estuary and reef fishing, the construction and repair of various types of fishing gear, seamanship and fishing operations.

35. Trainees successfully completing the course are given the opportunity to proceed to more complex training leading to qualifications which will enable them to give instruction in villages on fishing methods and the preparation of fish for market, to take charge of station and field work, to design and operate new gear and to manage fisheries vessels up to sixty feet in length.

36. Twenty-one fishery assistants are at present in training and five assistants, now classed as "Fishery Field Workers", have reached a sufficient standard of competence to give elementary training in a wide field of fishery work, boat and engine maintenance and minor repairs.

#### *Forestry training*

37. There is a big demand for the services of forest rangers in both Papua and New Guinea, and progressive in-service training from the basic level is provided by the Department of Forests. Special training courses are held in Port Moresby and other centres in New Guinea to enable Papuans to qualify for entry to the Auxiliary Division of the Public Service. Subsequent steps in training are a four-year, on-the-job course for assistant forest rangers to enable them to qualify for promotion to forest ranger.

38. Additionally, twelve posts for forestry cadets are available in which training involves two years of basic science at an Australian University, one year of practical field instruction in the Territory, followed by two years at the Australian Forestry School in Canberra.

39. All posts in the Forestry Department are open to Papuans subject only to qualification. A young seventeen-year old Papuan forestry field assistant was this year selected to attend the Fiji Forestry Training School for a special twelve-months' course. He is the first Papuan to study forestry overseas and on completion of the Fiji course will be appointed to the staff of the Administration Forestry School to assist further in the training of indigenes as forest ranger.

#### *Nautical training*

40. The marine section of the Department of Customs and Marine plans to train Papuans as masters, officers and en-



gineers for service in coastal vessels and specifications are now being drawn up for a suitable training ship. On completion of this course, trainees will be eligible to qualify by examination for a coastal master's certificate and equivalent certificates in the other occupations. At a lower level of training, seamen and engine-room operators are trained at the National School in Hollandia, and those who show sufficient aptitude will be given opportunities for further advancement after serving a period at sea.

41. Twelve Papuans completed the course in Hollandia late last year and have since joined the crews of administration and privately owned vessels in the Territory. A second group of twelve trainees is at present undergoing the ten months' course, and it is proposed to send a similar number of selected trainees each year. Entrance qualifications for the school require that trainees shall be between the ages of sixteen and twenty-one years, have completed Standard VI at school and are able to pass an appropriate medical examination.

#### *Postal and telegraphic training*

42. The Department of Posts and Telegraphs provides comprehensive in-service training for staff in a variety of postal and telecommunications occupations at the residential Posts and Telegraphs Training College in Port Moresby. Students are trained to a level which qualifies them for entry to the Third Division of the Public Service.

43. The College provides several technical courses of instruction requiring various standards of entry. For the radio and telephone technicians course, the minimum educational qualification for admission is Standard IX and the course is of five years' duration, two years in full-time study at the College and the remainder in the field. Five Papuans were undertaking this course at the end of last year.

44. The course for telegraphists and teleprint operators also requires a Standard IX entry qualification and the length of the course is from three to four years. Five Papuans were undertaking this course also at the end of last year.

45. The Postal Trainees Course is also a Standard IX entry qualification and is of similar duration to that last mentioned. Three Papuans were undertaking this course last year.

46. The course for linesmen requires Standard VII qualification for entry and is also of from three to four years' duration. Three Papuans were attending the course last year.

47. At the end of last year, sixteen Papuans were resident students of the College and it is anticipated that the annual intake will progressively increase, as there is already a big demand for the services of qualified technicians in this Department of the Service.

#### *Medical training*

48. Training within the Department of Public Health is the responsibility of a Special Division and covers a wide field in health and medical education.

49. All media available for dissemination of information to the public are used in health education to improve the general health of the people at the village and town levels. To ensure the widest possible use of this type of training, a central Health Education Council, comprising permanent members from the Department of Health, Education, Native Affairs and Agriculture, ensures that health education is brought into the activities of all field departments. In furtherance of this policy health education is included in the course for officers of all Departments at the Australian School of Pacific Administration.

50. In the more specialized fields of training for employment and promotion within the Department of Public Health, a number of avenues of training are open and, as in all branches of the Public Service, special encouragement is extended to Papuans.

#### *Assistant medical practitioners*

51. The highest level of training within the Territory, is the Papuan Medical College, which is associated with the Port Moresby General Hospital, and provides training for assistant medical practitioners. The course consists of a preliminary year and five years of further study along the lines

of medical courses at Australian universities but with passes at a lower standard. Last year, six male and two female students from Papua progressed to the first year of studies after completing the preliminary year and are now studying chemistry, zoology, botany, physics and sociology. A further eight Papuan students were taking the preliminary year in 1960.

#### *Nursing*

52. Nurses are also trained at the Port Moresby General Hospital where the course follows the Australian pattern. Successful female students are designated nurses or nursing assistants, depending on the standard attained, while successful male students are designated hospital assistants.

53. At the close of the last financial year, forty-seven males and forty-three females, including three females from the Solomon Islands were undertaking nursing courses in Port Moresby. The majority of the Papuans taking this course will continue their work in the Territory Public Service after successful completion of the course.

#### *Aid post orderlies*

54. The training of aid post orderlies—male Papuans who staff the medical service at the village level—is one of the most important parts of the over-all training programme. Training is carried out at the Aid Post Training School at Saiho in the Northern district, where students undergo a two-year course in the theory and practice of medicine and hygiene as it applies to their work at Aid Posts. The School is in the charge of full-time European medical instructors assisted by indigenous assistants who have been trained for this work. At the end of last year, thirty aid post orderlies were in training.

#### *Hospital orderlies*

55. Hospital orderlies carry out routine nursing duties and are trained in hospitals by medical assistants under the supervision and direction of the medical officer-in-charge. Last year, 185 male and thirty-five female Papuans were undergoing this form of training.

#### *Dental, laboratory and X-ray assistants and orderlies*

56. Students of educational Standard IX are accepted for training as dental and laboratory assistants while Standard VII is required for X-ray assistants. Duration of the course for these categories of training is three years and is carried out at the Port Moresby General Hospital. At the present there are three trainees undergoing training in each of the dental, X-ray and laboratory courses, while six are taking laboratory assistant courses.

#### *Malaria control assistants*

57. Malaria control assistants undergo a two months' course of training to fit them for the malaria control work and supervision in the field. Four were trained in this type of work last year.

#### *Infant and maternal welfare*

58. The Infant, Child and Maternal Health Division trains girls as midwifery orderlies, infant welfare orderlies, midwifery assistants and infant welfare assistants. There are two administration and five mission training centres from which ten infant welfare assistants, seventeen midwifery assistants, two infant welfare orderlies and two midwifery orderlies graduated last year. An additional thirty-one are in training at administration centres and fifty-six at mission centres. The course covers a two-year period at the end of which students are qualified as infant welfare assistants. A further year is required for midwifery assistants.

#### *Pre-school assistants*

59. Pre-school assistants are trained at a number of school centres by qualified pre-school teachers. The training course covers a two-year period and the qualification for entry is Standard VI. After graduation and an additional year of supervised work with village groups, pre-school assistants are qualified for the supervision of village playgrounds in urban and rural areas. Four students are at present in training and one graduate is stationed at Hanuabada near Port Moresby.

60. Additional to the various courses in medical and health training already mentioned, provision is made for students who

have reached the required standard to attend the Central Medical, Dental and Nursing Schools in Fiji. Last year nineteen students were attending the following courses:

Assistant medical practitioner . . . . .	10
Assistant dental officer . . . . .	2
Nursing training . . . . .	2
Radiography . . . . .	2
Laboratory assistant . . . . .	3

#### Police

61. Recruits to the Royal Papua and New Guinea Constabulary undergo an initial twelve months' training course and may subsequently avail themselves of the numerous part-time and in-service training courses available. Members are selected from time to time for special courses for specialists and for promotion to non-commissioned rank.

62. Land has recently been acquired for a Police Training College where it is proposed to train selected Papuan and New Guinean recruits to officer status during a four-year course. Upon completion of the course the successful graduates will be commissioned with the rank of Assistant Sub-Inspector with equal opportunity for promotion to any positions in the Force. As construction of the College will take time, a start has already been made with the training of ten recruits who will ultimately complete their training at the College. The College will have an initial recruitment potential of forty and a subsequent annual intake of twenty trainees.

63. Of the present strength of 3,070 officers, non-commissioned officers and constables in the Royal Papua and New Guinea Constabulary, 1,235 are serving in Papua of whom only thirty-five are non-indigenous.

64. It will be seen from this that the Australian Government is providing the means for training in all fields of administration with a view to the earliest practical admission of increasing numbers of Papuans into the structure of the Administration. With the expanding services in health, agriculture, education and the many other ancillary functions of administration an increasing emphasis is being placed on the training of Papuans to enable them to take their place in the ranks of an expanding Public Service. It is noteworthy that ninety-three indigenous officers were admitted to the Territory Public Service during 1959/1960, making a total of 355 at 30 June last, while a further fifty-two were appointed during the six months to 31 December 1960. Of the ninety-three new appointees last year, 39 were teachers, 3 health assistants, 20 technical assistants, 15 field assistants and 16 clerical assistants. Many of the clerical appointments were to specialized occupations in the co-operative and Native local government branches of the Department of Native Affairs.

#### B. SPECIAL REPORT BY THE NETHERLANDS ON THE PREPARATION AND TRAINING OF INDIGENOUS CIVIL AND TECHNICAL CADRES IN NETHERLANDS NEW GUINEA<sup>1</sup>

1. The Netherlands Government as the Administering Authority of Netherlands New Guinea attaches great importance to the training of indigenous civil and technical cadres to enable the Papuans to take an increasing share of responsibility in the conduct of the Territory's affairs.

2. At present most of the functions occupied by indigenous personnel are in the lower and intermediate ranks. If the programme of "autochthonization" is to be a success it will be necessary to fill a large part of higher posts in the Government by Papuans.

3. In 1960 a three-year development plan was drawn up to serve as the basis for a new ten-year plan for development of the Territory. This plan pays much attention to the "Papuanization" of the territorial Government and to the training of indigenous cadres in all fields with the object of forming an *élite*, e.g., a cadre of adequately educated Papuans, who can in ever-increasing numbers take the place of expatriate administrative personnel in the Territory.<sup>2</sup>

<sup>1</sup> The text of this statement was transmitted to the Secretary-General on 10 May 1961 and was distributed under the symbol A/4767. It was originally presented to the Committee on Information in the form of an oral statement at the 227th meeting.

<sup>2</sup> The text of this paragraph was a part of the oral statement

4. The increasing Papuanization in the territorial Government will gradually limit the activities of the Netherlands officials to those of providing technical assistance. In future all Netherlands Government officials will be on loan from the metropolitan Government to the territorial Government. The temporary character of their assignment will thereby again be emphasized.

5. Educational and personal planning is obviously a long-term affair. The Territory's plan for the extension of education in general and the training of indigenous cadres therefore extends over a period of ten years. In 1960, of the 8,743 persons employed in government service 4,551 or 52 per cent were indigenous. In 1970, 93 per cent of the planned 12,500 government employees will be indigenous. In that same year, 90 per cent of the district officers will be Papuans. In order to achieve this target within a period of ten years, some 7,000 Papuans will have to receive special training for the various government functions. This means that they will have to follow up their general education basis with special studies or vocational training.

6. It is calculated that in ten years' time there will be a demand for 2,000 graduates from the Junior High School, 250 from the Senior High School, 3,500 village school-teachers, 200 primary school-teachers, 600 graduates from the lower technical schools, 300 from the extended Technical School and 50 from the junior technical schools, as well as some 40 university-trained Papuans. To achieve this objective in ten years' time, the present educational facilities in the Territory will have to be considerably expanded. The first steps to this effect have already been taken and it is expected that from 1965 on the Papuanization of the Government organs will take a rapid course.

7. One of the first tasks of the Administration is the expansion of the post-primary education which is the basis for cadre training. This entails establishing more junior high schools. These institutions have a four-year curriculum which complements the six or seven years of primary education. The junior high schools serve as the sub-structure for the senior high schools. The curriculum resembles the curriculum of the metropolitan junior high schools but is attuned to the specific needs of the Territory. For instance, only English is a compulsory subject as compared to English, French and German in the metropolitan junior high schools. In 1957, there was one junior high school in the Territory. In 1958, there were four; in 1960, seven; and in the period 1961-1963, three more will be added. In 1960, the junior high schools were attended by 430 pupils. The attendance is predominantly indigenous.

8. Apart from the junior high schools, there are two other types of post-primary general education, viz., the MULO type junior high school and senior high school, both types of institutions being attended by Papuans. The senior high schools have a full secondary school curriculum of five years which is identical to that of the metropolitan schools. Graduates of the senior high schools can enter the university. In 1960, two MULO type junior high schools were added to the three existing ones. There is one senior high school in the Territory. Graduates of the junior high schools and MULO type junior high schools can also matriculate in universities via the Senior High School. In 1960 the Senior High School was attended by 150 pupils, of which fifteen were Papuans. Five Papuans are at present studying at secondary schools in the Netherlands.

9. In 1961, a new type of senior high school (the so-called HBS-C School) will be opened in the Territory. This type of school has a full secondary school curriculum which is especially attuned to the requirements of the Territory.

10. Teacher training is naturally of great importance for the forming of indigenous cadres in the Territory. Without adequately trained teachers there can be no adequately trained *élite*.

11. At present there are six training schools for village teachers compared with one in 1952. Another five of these schools are planned for the period 1961-1963. The present

of the representative of the Netherlands, but was not included in the written statement reproduced in A/4767.

three years' course will be converted to a four years' one. The fourth year is to be devoted especially to the instruction of agriculture, public health and leadership in social activities, as especially the rural communities will inevitably make heavy demands on the knowledge and qualities of leadership of the village teacher. In 1960, 115 men and thirteen women graduated from the village teachers training schools. The total number of pupils increased from 173 in 1952 to 453 in 1960, of whom 404 were indigenous. In 1952, 40 per cent of all the village teachers were Papuans; in 1960, this percentage rose to more than sixty-five.

12. In 1960, a more advanced type of teachers' training college was opened. To be admitted to this college pupils must have graduated from the Junior High School. Graduates from the village teachers training schools can also be admitted after one year's additional study. Graduates from the teachers' training college will replace the expatriate teaching personnel of the primary schools B and the continuation schools. The college is at present being attended by fifty-five pupils, of whom forty-three are Papuans.

13. In 1962 an extended technical school will be opened in the Territory.

14. One of the most important forms of cadre training is the school for the training of indigenous district officers. This school, which was established in 1945, has a two years' course for graduates from the junior high schools. At present it also admits graduates of the continuation schools and the primary schools B after a special extension course. The curriculum of this college comprises Dutch and English, arithmetic, geography, ethnography, administration subjects, book-keeping, first aid, hygiene and physical training. In 1960 the school was attended by twenty-eight pupils. From 1952 until 1960, a total of ninety-five pupils, of whom eighty-nine were Papuans, graduated from this school. Presently thirty-four of the seventy-four districts of the Territory are administered by Papuan district officers: before long they will be the great majority. This year five of the most experienced Papuan district officers have been selected to attend a special advanced training course which will enable them to take charge of governmental subdivisions, a function which until now was fulfilled by expatriate personnel. It goes without saying that the administrative powers of the Papuan district officers extend over all inhabitants of their district, irrespective of race or religion. The Papuanization of the government organs increased rapidly in the last years. In 1954 there were 890 indigenous officials in established functions; in 1960 the total was 2,192, comprising approximately 37 per cent of all government personnel in established posts.

15. The training of the police force is another matter to which much attention is being paid. A cadre training course for station commandants was instituted in 1958. Up to 1960 there were fifty-eight graduates from this course, of which thirty-five were Papuans. This year a new course for chief constables will be instituted. In the near future a four years' course will be established for the training of Papuans assistant inspectors of police. Pupils for this course must have graduated from the junior high schools.

16. The Department of Transport and Power has organized the Elementary School of Navigation with different courses for graduates of the village schools, continuation schools and the P.M.S. schools. There is a course for able seamen and leading seamen. Promising able seamen and leading seamen may attend a further ten months' course for mate local sailing. Men with the government certificate of mate may reach the top rank of master. These courses are not cadre training in the proper sense of the word but only a preparation for entrance into the cadre ranks.

17. In 1960 a new course was instituted for mate coasting navigation which will be attended by graduates of the P.M.S. schools. After three months of theoretical training, the candidate must serve nine months on board a ship in the rank of seaman. After this period he has to attend a year's course of theoretical training, followed by another two years' practical training course on board a ship in the grade of able seaman. After this practical training period of twenty-four months, the

course will be completed with a final two years' period of theoretical instruction.

18. There are parallel lower courses of ten months for engine-room apprentices followed by a ten months' course for engine-room assistants. In 1960, the first cadre training course parallel to that of the mate (coastal navigation) was started. This was the engine-room (coastal navigation) course for graduates of the junior high schools.

19. The Department of Health has also several training courses for the lower ranks of the medical service such as nurses, midwives, malaria control assistants, laboratory assistants and junior pharmacist assistants.

20. In 1959, two junior high school graduates were sent to Suva, Fiji, to attend the three years' course for dental practitioner at the Central Medical School. Another seven junior high school graduates are now attending the Medical College at Port Moresby, Papua, to be trained as practitioner physicians. After this five years' medical course, graduates can extend their study to a full medical training with a curriculum equal to the medical standard of the Australian universities.

21. It is the intention of the administration to send a group of ten to fifteen junior high school graduates to the medical college in Port Moresby each year.

22. With financial assistance from the Development Fund of the European Economic Community, a medical centre of \$1,290,000 is being established in Hollandia. This centre will serve, *inter alia*, as an institution for centralized medical training for personnel of lower and intermediate medical functions in the field of preventive and curative health care and environmental sanitation.

23. Courses are also provided by other branches of the territorial Government such as the Meteorological and Civil Aviation Bureau, the Department of Finance, the Postal Service and the Land Registry and Mapping Office. In this way the demand for qualified weather observers and reporters, for clerks and officers in the revenue and accountancy branch, for junior technical officers in the postal and telegraph service and for surveyors and chief surveyors can be met in the Territory itself.

24. In 1960, six junior high school graduates were sent to the technical training college of the Post and Telegraph Department at Port Moresby to be trained as radio technicians.

25. Four Papuans are at present attending the two years' boat building course of the South Pacific Commission in the Solomon Islands. This course was organized by the South Pacific Commission in co-operation with the Government of the Solomon Islands with financial help from the United Nations Technical Assistance Board. This course trains persons from the Pacific area in the building of small fishing craft and freighter and in the servicing of small marine diesel engines.

26. With funds made available by the Development Fund of the European Economic Community, an agricultural training centre is being established at Manokwari. This institute, to which a topographical section is attached, will serve as a training centre for junior agricultural and forestry officers, surveyors and chief surveyors.

27. In the Netherlands there are at the moment thirty-five Papuan male and female students at secondary schools and universities, as well as vocational training institutes. Three of these students are attending a five years' university course.

28. It is the intention of the Netherlands Government to send an increasing number of young Papuans to the Netherlands to study at universities, secondary and technical schools and attend special vocational training courses in the coming years.

#### C. SPECIAL REPORT BY NEW ZEALAND ON THE PREPARATION, AND TRAINING OF INDIGENOUS CIVIL AND TECHNICAL CADRES IN THE COOK, NIUE AND TOKELAU ISLANDS<sup>a</sup>

1. The Cook Islands consist of fifteen small islands widely scattered throughout 850,000 square miles of ocean. The total

<sup>a</sup> The text of this statement was transmitted to the Secretary-General on 3 May 1961 and was originally distributed to the Committee on Information under the symbol of A/4764.

land area is ninety-three square miles, the population on 31 December 1959 was estimated at 18,041. The biggest island, Rarotonga, whose area makes up more than a quarter of that of the whole group, has a population of 7,827. The smallest island has an area of less than half a square mile and a population of ninety.

2. At present the Cook Islands Public Service is modelled very closely on the New Zealand Public Service, with all departments under the control of a central office which has the Resident Commissioner at its head. In most cases the heads of departments are European "imported" officers, with predominantly Cook Island staff.

3. It is the policy of the New Zealand Government to have Cook Islanders take an increasing share in the responsibility of the administration of the Group. To this end, islanders are being trained in all aspects of administration.

4. Tuition for the qualifying examination required to be passed by all entrants to the Public Service is given in schools. Internal or in-service schemes then instruct public servants further in Maori, English, arithmetic, social studies, government service knowledge, accounting and clerical practice. Senior public servants give tuition to junior officers to assist them to pass a "Junior Examination", for which an incentive is provided by a salary bar. In 1960, 136 out of 213 candidates passed this examination. A Senior Examination is being instituted this year.

5. Advance study is offered to Cook Islanders through the New Zealand Government scholarship scheme, and advantage is taken of fellowships and study awards offered by the United Nations international agencies, such as WHO and the ILO. The scholarship scheme is beginning to show results, and in 1960 three Cook Islanders gained degrees. One student was successful in the final examinations for his degree in medicine, one student gained the M.A. degree, and another the LL.B degree.

6. This scheme should in future provide many senior public servants. The following positions are already held by Cook Islanders trained outside the Territory:

Sixteen assistant medical officers, trained at the Central Medical School, Suva, Fiji, including the Officer-in-Charge of the Tuberculosis Sanatorium and the expert in treatment of leprosy.

- Two assistant dental officers and one dental nurse,
- Two agricultural field officers with diplomas in horticulture,
- Six teachers with New Zealand certificates,
- One policeman trained in New Zealand.

7. In addition, two Cook Islanders who recently obtained in New Zealand degrees in law and economics are about to take up senior positions, one as Registrar of the High Court and the other as Administrative Assistant in the Office of the Secretary to the Government. Other senior positions held by Cook Islanders include the Agricultural Field Supervisor in charge of the citrus scheme, the Resident Agent of Pukapuka and the Clerks-in-Charge of Mitiaro and Rakahanga. Cook Islanders also hold positions as senior co-operative staff, nurses, X-ray and dental technicians, foreman carpenters and public works overseers. All primary schools, save one "side" school, are fully staffed (and headed) by Cook Islanders.

8. At present a total of seventy-one Cook Islanders in New Zealand are studying under the scholarship scheme for both technical and academic qualifications. They are expected, on their return to the Cook Islands, to serve the Administration. In addition, nineteen students are attending the Avele Agricultural College in Western Samoa, five students are studying at the Central Medical School, Suva, and one student is studying dentistry in Australia. (Other Cook Islanders receive training locally at Tereora College and the Teachers' Training College.)

9. The following is a summary of the results of the scholarship scheme for the year 1960:

- Six teachers gained teachers' "C" Certificates,
- One dental nurse completed her training,

One student gained the M.A. degree and one other was successful in examinations towards the degree of B.A.,

- One student gained the LL.B degree,
- One student gained a diploma in horticulture,
- Two students had success in shorthand/typing examinations,
- One student passed units towards the B.E. degree,
- One student completed the examinations for a degree in medicine, and one other had examination successes,
- Three students passed the School Certificate examination,
- Two students passed the University Entrance examination.

10. In addition, seventeen students were serving trades' apprenticeships or receiving on-the-job training in New Zealand. Other students were attending teachers' training colleges, were training as nurses, attending business colleges, etc. A Cook Island assistant medical officer is studying for a Public Health Diploma at the Central Medical School in Fiji and will, when fully qualified, replace the European Medical Officer of Health.

11. The following table shows the relative proportions of overseas and local appointees as at 31 March 1960, since which time certain changes have occurred.

	Imported officers		Locally appointed		Sub-total
	Male	Female	Male	Female	
Agriculture .....	8		25	2	35
Education .....	17	4	180	169	370
Health .....	3	5	75	75	158
Justice .....	2		6		8
Police .....	2		56		58
Printing .....	1		4	1	6
Power supply .....	3		2		5
Post Office .....	2		9	1	12
Public Works .....	11		14	1	26
Radio .....	6		31		37
Social development .....	4	1	17	3	25
Treasury .....	6		9	3	18
Survey .....	4		4		8
Outer Islands (Resident agents, etc.) .....	4		24	6	34
Administration Office* (including hotel and freezer) .....	6	2	4	11	23
Miscellaneous .....			25		25
<b>TOTALS</b>	<b>79</b>	<b>12</b>	<b>485</b>	<b>272</b>	<b>848</b>

\* Does not include three ministerial appointees.

NOTE. Regulation 130 employees (employed on a day-to-day basis mostly by the Public Works and Agriculture Departments on unskilled work) are not included above.

#### NIUE ISLAND

12. Niue Island has an area of just over 100 square miles and a population, at 31 March 1960, of 4,781.

13. The Niue Island Administration has, as a general policy, the aim of training Niueans to take an increasing share in the administration of Niue. To this end, departmental training similar to that of the Cook Islands Public Service operates, and use is made of the New Zealand Government scholarship scheme, the Central Medical School in Suva, Avele Agricultural College, and WHO or other fellowships and awards. Teachers and other specialists are also brought to New Zealand for training.

14. At present, most senior officers of the Administration are European "imported" officers, but it is envisaged that the future administration of Niue will be in the hands of Niueans who have received advanced training and education in New Zealand and other countries. Details of this training and education are below.

15. In 1961 there were twenty-three Niueans in New Zealand under the scholarship scheme taking the following courses:

- Accountancy .....
- Teachers' Training College .....

Nursing .....	1
Apprentice (carpenter) .....	1
Business College .....	1
Post-primary schools .....	16

16. One fully qualified teacher returned to Niue last year, and one student returned last month requiring only two examinations to gain the diploma of horticulture. Another student had examination successes towards a degree in accountancy. Seven students are attending the Avele Agricultural College, and six nurses are receiving nursing training in Western Samoa. Post-graduate nursing training and training for assistant Medical Officers is given at the Central Medical School, Suva. Other Niueans are trained locally at a post-primary school (up to Form IV) and a Teachers' Training Centre.

17. The majority of positions in the Administration are held by Niueans, and it is the policy wherever possible to fill a vacancy by appointing a Niuean. Two Niueans trained overseas already hold the senior positions of Officer-in-Charge of Dental Services and Assistant Secretary (shortly to become Secretary) to the Resident Commissioner. Six Niuean teachers have obtained their certificates in New Zealand. Niueans also hold senior posts as Registrar of the Native Land Court, Post-master, Public Works Overseer and Senior Clerk in Treasury.

18. At 31 December 1959, since when some changes have taken place, there were thirty-one Europeans on the regular staff, including four employed with the Health Department, nine with the Education Department, and ten with the Public Works Department. The total number of regular employees was 175 Niueans and thirty-one Europeans.

#### TOKELAU ISLANDS

19. The Tokelau Islands consist of three atolls, about fifty miles apart, with a total land area of four square miles and a population of about 1,800.

20. The High Commissioner of Western Samoa, which lies some 300 miles south of the group, is the Administrator of the Tokelau Islands and is assisted by a New Zealand Administrative Officer. Officers of the Government of Western Samoa visit the group regularly and their technical advice is freely available to the Administrator.

21. Local public services on each atoll are under the general supervision of an elected Faipule who is also a magistrate and who is assisted by local mayors and officials.

22. All seventeen of the trained teachers in the group are Tokelau Islanders. The three medical practitioners are Samoan but two Tokelau youths are attending, on scholarships, the Central Medical School in Suva. Seven other scholarship pupils are studying in Western Samoa; one of them at Samoa College, two at Avele Agricultural College and four at mission schools.

#### D. SPECIAL REPORT BY THE UNITED KINGDOM ON THE PREPARATION AND TRAINING OF INDIGENOUS CIVIL AND TECHNICAL CADRES IN THE TERRITORIES UNDER UNITED KINGDOM ADMINISTRATION<sup>1</sup>

1. General Assembly resolution 1534 (XV) deals with a very important and complex subject. It calls both for a special report to the twelfth session of the Committee on Information from Non-Self-Governing Territories, and for information on this subject to be included in the regular transmission under Article 73 e of the Charter of the United Nations. Arrangements have been made for the material furnished annually under Article 73 e in respect of United Kingdom Territories to include information on this subject. The present report has necessarily had to be prepared from data readily available and is to be regarded as a first report on a very wide field—and,

<sup>1</sup>The text of this statement was transmitted to the Secretary-General on 24 April 1961 and was originally distributed under the symbol A/4761. The representative of the United Kingdom later gave additional information in an oral statement before the Committee on Information. The text of the oral statement appears as section E below.

it is suggested, one in which comparison on a global basis has obvious limitations.

2. As is well known, the principle on which United Kingdom Territories are administered is that of maximum devolution of authority and functions to the territorial Government, with the minimum of detailed reporting to London. For this reason it has not been possible to ensure that the information contained in this report is in all cases up to date, especially where (as in a number of the larger Territories) the position is changing rapidly; nor that the statistics (especially those in appendix II) are in all cases strictly comparable with each other. Subject to these reservations, the United Kingdom provides this report as requested by the General Assembly on the basis of "all available information". The information to be furnished in future under Article 73 e will provide separate statements, in each case within the natural context of size and development of the Territory concerned.

3. The Non-Self-Governing Territories for which the United Kingdom is responsible vary greatly in size, in density of population, in wealth of natural resources, and in constitutional, educational and social development. The public services of these Territories likewise differ considerably from one another according to the jobs which have to be done and the people available to do them, but they have certain important features in common. Each territorial Government has its own budget and the salaries of its civil servants are paid from local revenues, whether or not those revenues may be supported from United Kingdom Government funds. The great majority of the civil servants in each Territory are locally domiciled, but to an extent which varies according to local conditions, the locally domiciled staff are supplemented, especially in the grades which require high professional or other qualifications, by officers who have been recruited from the United Kingdom or from other self-governing members of the Commonwealth or who have been transferred from the service of other Non-Self-Governing Territories. It is a basic principle of British policy that the public services of the Non-Self-Governing Territories should be well adapted to local conditions and staffed to the greatest possible extent by local people; and also that there should be no barrier of race, colour or creed to the appointment of a locally domiciled candidate or public servant to any post which he is qualified to fill. It must, however, be recognized that, despite great progress made in recent years, for some time to come certain Territories will be unable to find among their own people enough suitably qualified staff to fulfil all the complex requirements of modern administration.

4. Especially since 1945 it has been a prominent feature of policy for the overseas service that locally domiciled candidates should be given opportunities for obtaining qualifications to enter the higher grades of the service; and that selected candidates, from whatever source, should be given better and broader training than had been thought sufficient in the past. Fundamentally, this has meant the provision of educational facilities sufficient to create, among other things, a wide field of qualified candidates from whom the best could be appointed to the public service. Those facilities have been and are being provided in existing or projected institutions of higher education in the Territories and, to the extent that and for as long as those local facilities are not fully developed, in the United Kingdom or elsewhere abroad. Primary, secondary and technical education has made great progress: universities or university colleges have been founded in West Africa, East Africa, Central Africa, the Far East and The West Indies; and large and steadily increasing numbers of students from colonial territories go abroad to pursue university, technical and other post-secondary courses, chiefly in the United Kingdom. After the 1939/1945 war an allocation of £1 million was made by the United Kingdom Government under the Colonial Development and Welfare Act to provide scholarships to enable students in British Territories to study abroad. These developments have been stimulated by the natural thirst of indigenous peoples for education and advancement and have been made possible by the efforts of Her Majesty's Government and territorial Governments to provide the necessary facilities. The result has been to remove the distinction which existed

twenty years ago in most Territories between the filling of the administrative and professional grades by overseas recruitment and the filling of the middle and subordinate grades by local recruitment. It has become the practice of territorial Government wherever possible to fill all posts in the basic grades at whatever level by local recruitment and only to ask Her Majesty's Government in the United Kingdom to recruit externally if there are no suitable candidates available locally. Today in all Territories, overseas and locally domiciled officers serve side by side in the senior grades of the public services, though the proportions vary a good deal from, for example, The West Indies, where nearly all the higher posts are filled by West Indians, to the East and Central African Territories, where the proportion of expatriate officers in the senior grades is still high.

5. Against this background a Conference, known as the Public Services Conference, was convened in London in March 1960, to exchange information on the measures taken or projected in building up local civil services in the African Territories. The report of the Conference was published in October 1960.<sup>1</sup>

6. As is stated above, the general policy is for overseas Governments to fill vacancies in their public service by the appointment of suitably qualified local candidates wherever possible. To enable the net to be cast widely, a number of Territories have arrangements whereby local men and women, who are studying in the United Kingdom for qualifications which would fit them for public service appointments, are considered at the same time as other local candidates. The number of students from Non-Self-Governing Territories in the United Kingdom has increased considerably and in 1960 there were about 17,000. But of course many of them do not seek government employment when they return, and not all are following courses which will qualify them for posts in the public service. It is inevitable, therefore, that there should remain many vacancies which cannot be filled from local sources, and recruitment of overseas officers continues to be necessary.

7. When local resources have been thoroughly examined and have been found to be incapable of producing candidates with the necessary qualifications and experience, the Secretary of State (or the Crown Agents for Overseas Governments and Administrations) is asked to fill the vacancy by the selection of an overseas candidate. The number of overseas appointments made by the Colonial Office ran at approximately 1,300 a year in the years of 1956-1958; since then the number has diminished to approximately 1,000 in 1959 and 800 in 1960. The recent decrease reflects the attainment of independence by Ghana, the Federation of Malaya, Cyprus, British Somaliland and Nigeria.

#### LOCAL TRAINING FACILITIES

8. The following summary of training programmes in East Africa illustrates the efforts being made to meet the urgent problem of producing more local candidates.

##### Kenya

9. For some years the Chairman of the Civil Service Commission has been *ex-officio* Chairman of the Advisory Committee on Training. This Committee impresses on departments the need to adopt training schemes, gives advice in their preparation and makes recommendations to the Government about the schemes which should be approved and qualify for funds. Systematized training as practised in government departments falls into three main categories:

(a) Departmental training schemes intended to provide opportunities through a training grade for training candidates for executive and administrative posts below the professional level.

(b) Training in residential schools where the student is not wholly engaged on productive work but receives tuition, board, lodging, etc., and a small monthly cash allowance increasing each year as he is employed to a greater degree in productive work.

(c) Training on the job where the trainee is recruited to the service on a recognized salary scale and arrangements are made to train him to undertake more skilled or responsible duties.

10. The following departmental training schemes have been adopted:

<i>Department</i>	
African Land Development	Surveyors
Department of Agriculture	Laboratory technicians (Coffee Research Station)
Administration	District assistants
Community Development Department	Community development officers
Co-operative Development Department	Co-operative development officers, grade II
Exchequer and Audit Department	Assistant auditors
Forest Department	Foresters
Immigration Department	Immigration officers
Labour Department	Labour officers
Lands Department	Chartered surveyors (Valuation Office)
Local Government Department	Local government finance officers
Printing and Stationery Department	Apprentices Proof readers
Registrar General's Department	Legal assistant executive officers
Supplies and Transport Department	Storemen
Survey Department	Assistant photogrammetrists Draughtsmen/ draughtswomen Land surveyors Lithographers Survey plan examiners (female)
Veterinary Department	Laboratory technicians Livestock officers Technical officers (tsetse) Assistant meat inspectors
Ministry of Agriculture	} Librarians
Medical Department	
Mines and Geological Department	
Judicial Department	
Veterinary Department	

11. In the Ministry of Works a divisional engineer is employed full-time in charge of training.

##### Uganda

12. First appointments to the training grade were made in 1956. The purpose is to select, from within and outside the Service, promising people who seem likely to qualify for appointment to higher posts after a systematic and intensive course of training. Detailed training programmes are drawn up which are designed gradually to give the trainee experience of the responsibilities of the post for which he is being trained. The average length of training is two to three years. The following is a list of posts for which officers in the Training Grade have been or are being, trained:

Labour	Junior assistant secretary
District officer	Staff surveyor
Community development officer	Assistant hospital superintendent
Estate manager	Game ranger
Accountant	Security registry assistant
Storekeeper	African housing officer
Establishment officer	Sports officer
Land registry assistant	Probation officer
Co-operative officer	Assistant auditor
Trade development officer	

<sup>1</sup> United Kingdom: *Colonial No. 347*, London, H.M.S.O.



13. The Registrar Scheme at Mulago Hospital enables qualified doctors to pursue, in Uganda, the preparatory studies leading to higher qualifications in medicine and surgery, which they have hitherto had to pursue in the United Kingdom. Following a period of guided study at Mulago, registrars whose progress is satisfactory will be sent to the United Kingdom to complete their studies and sit for their examinations. The whole scheme is under the general control of a Council for Post-Graduate Medical Training; the selection of registrars and detailed supervision of their work and progress is under the control of a Board of Studies consisting of the professors of medicine, surgery and gynaecology at Makerere College (University College of East Africa), a representative of the Director of Medical Studies, the Medical Superintendent of Mulago Hospital, and a representative of the Public Services Commission. The first six registrars (studying in surgery, medicine, obstetrics/gynaecology and paediatrics), were appointed early in 1959; two more will shortly be appointed; two have gone to the United Kingdom for further study. It is planned to have twelve registrars (studying in Uganda or in the United Kingdom) at any one time.

14. A training course is being opened for potential assistant administrative officers. In addition there are many pre-appointment training courses run by departments and approximately 1,100 trainees are engaged on such courses.

#### *East Africa Posts and Telecommunications Administration*

15. The Administration has maintained a Combined Training School for many years and over 5,000 candidates have completed courses to fit them for service with the Administration. The school, which operates on an East African basis, caters for basic and advanced training in the various facets of the work undertaken by the Administration in provision of the public service. The school caters for services and engineering and as many as 900 trainees a year are undergoing courses of instruction.

16. Brief details of the type of training provided at the School are as follows.

17. *Engineering.* Tuition is given in all aspects of telecommunications engineering, from underground and overhead line construction to maintenance of automatic exchanges and Carrier VHF equipment, the educational standard of the trainee being taken into account by giving prominence at lower levels of education to the practical aspects of training. Elementary, basic and advanced courses are provided, the latter preparing an officer for the degree of skill required in the maintenance of the most complicated telecommunication apparatus.

18. Additional advanced courses on specialist subjects are given as necessary, and supervisory training is also being undertaken.

19. *Services (postal and telecommunications).* Tuition is being given in the various aspects of services work as follows.

20. New entrant courses covering training in postal and junior counter duties are followed by suitable periods of "on the job" training in the field. At a later stage officers are selected for a longer period of training at the school on senior counter duties and accounts work. This course completes the basic training of a postal officer who returns to the field for further "on the job" training under the active supervision of a senior officer.

21. Conversion courses covering postal junior counter, senior counter and accounts duties are held to train redundant telegraphist staff in postal working, so that they may be employed on postal work.

22. Teleprinter training courses enable satisfactory efficiency to be reached in twelve weeks.

23. Telephonist courses, which are of two months' duration, embrace the training of 70 to 100 operators each year.

#### *East Africa Railways and Harbours Administration*

24. The Administration possesses a residential training school, built at a cost of £400,000, which accommodates some

550 students of all races. Facilities are provided for the training of staff in a variety of different railway occupations—engineering and trade apprentices, permanent way staff, stationmasters, telegraphists, clerks, locomotive drivers, etc. Refresher courses are held throughout the year for clerks, stationmasters and other groups of staff. There are also special training schemes devised for the staff in the catering and inland marine services.

25. The Administration also provides an engineering and trade apprenticeship scheme which is the main source of supply of artisans and junior supervisors required for the mechanical workshop. The engineering apprentices are trained for five years and are then fitted for posts at the junior supervisory (charge-hand) level. The trade apprenticeship scheme is the main source of recruitment for artisans of whom there are nearly 3,000 employed in the Administration. Trade apprentices are recruited either direct from school or from serving staff in the subordinate grades. They serve either a three- or five-year apprenticeship. Annual intake is about ninety of whom about one-third complete the five-year apprenticeship.

#### OVERSEAS SERVICE TRAINING IN THE UNITED KINGDOM

26. The great majority of the recruits to public services in the overseas Territories are given their entire training, just after selection or later in their careers, in their own Territories, either on the job or in courses. For a small minority in any service, however, adequate training cannot be provided on the spot; and for those people the Colonial Office arranges suitable training in the United Kingdom. In 1960, for example, public service training in the United Kingdom was arranged by the Colonial Office for 1,455 officers from the Territories with which this report is concerned. A detailed break-down by Territories and by types of training is shown in appendix I. Similar training was arranged, in addition, for 646 officers from Trust Territories or independent countries. Furthermore, during 1960, 117 officers were in their second or third year of training in the United Kingdom. Individual courses last anything from a few weeks to more than two years. The training is done in many different institutions, including universities, technical colleges and offices. Different courses cater for officers at different stages of their careers, not merely at the beginning. Some courses are managed by the Colonial Office, but most are independent courses. The trainees come from all branches of the service; courses for professional and technical work are far more numerous than those for general administrative work.

27. All this training for public service officers is provided in addition to the facilities in the United Kingdom for ordinary students from the overseas Territories who may later enter public service.

#### COMPOSITION OF THE PUBLIC SERVICES

28. A statement of the composition of the various public services in the Non-Self-Governing Territories for which the United Kingdom is responsible appears in appendix II. The summary gives the numbers of pensionable and non-pensionable overseas offices and the number of local offices in posts comparable in status to those occupied by overseas officers. Finally, it gives the total strength of the public service, excluding daily paid staff.

#### SOME RECENT DEVELOPMENTS

29. Many developments are currently taking place in the localization of the public services of the Non-Self-Governing Territories for which the United Kingdom is responsible. The following recent developments in the East and Central African Territories are given as illustrative of the lines along which progress is being made.

#### *Kenya*

30. In 1955 Kenya Government set up a Civil Service Commission which was required to further the aim of building up a local civil service recruited from the people of the Territory. Teacher-training colleges already produce teachers for Asian and African primary and intermediate schools and the

lower forms of secondary schools. Heavy subsidies are made to Makerere College (the University College of East Africa) and the Royal Technical College of East Africa, and a large number of bursaries are granted to Africans for diplomas and degree courses at those colleges. As a result of these bursaries the civil service recruits numbers of African medical officers, lawyers, graduate teachers, and veterinary, agricultural and teaching diplomatists, besides non-specialist graduates for executive and administrative posts. There are currently 355 Kenya students (mostly African) at Makerere and 176 at the Royal Technical College. In addition, large numbers of bursaries are granted for study in the United Kingdom. Some 350 Africans and 1,100 Asians from Kenya are at present studying overseas.

31. In 1957 a Training Committee was set up to encourage the training both of new recruits and also of serving officers who show potential, even though they may not possess the normal minimum educational qualification of School Certificate. This Committee has been strengthened recently and its scope widened to include advice on training in all branches of the service, including professional and administrative levels. At the

	1959	1958	1957	1956	1955
(a) Number of vacancies reported to Commission	2,154	1,790	1,572	1,982	1,126
(b) Number of applications received in response to the Commission's advertisements	5,181	4,142	4,481	3,155	2,512
(c) Number of new appointments advised by the Commission	These figures comprise promotions and transfers of serving officers, and also appointments made from outside the service:				
(i) As a result of advertisement	368	362	378	327	269
(ii) Otherwise	1,320	993	1,025	1,150	633
(d) Number of posts which the Commission advised should be filled by recruitment from outside East Africa	128	124	157	112	250

34. The following table relates to appointments held by local officers:

	Salary scale A (professional)	Salary scale B (semi-professional)	Salary scale C (technical and supervisory)
1958	28	94	386
1959	51	180	784
1960, 30 Sept.	81	261	1,067

35. In February 1961 a project for a new College of Administration in Kenya was announced. In March 1961 it was decided that all future recruitment of overseas staff should be on contract terms only and that no further initial appointments of overseas staff should be made on permanent and pensionable terms.

#### Uganda

36. It was decided in 1954 to create a single service with common basic rates of pay (with inducement additions for overseas staff) so that Africans and Asians could be appointed and promoted on equal terms with officers of other races. A Public Service Commission was established in 1955. At a slightly earlier stage, between 1952 and 1955, there had been a Standing Committee on the Recruitment, Training and Promotion of Africans for appointment to higher posts. This was accompanied by the systematic expansion and improvement of African education, particularly at secondary and post-secondary levels, the provision of funds for overseas scholarships and the development of training courses in Uganda. The next major step was a joint review undertaken by the Establishment Secretary and the Chairman of the Public Service Commission and the announcement in 1958 of a systematic programme of localization over a five-year period. Progress is reviewed each year. A Training Officer has been appointed and further reviews

same time a new post of senior assistant secretary (localization and training) has been created and filled. The officer appointed to this post is the executive officer from the Training Committee and responsible to the Director of Establishments for the implementation of the Government's policy on localization and training.

32. The appointment of this officer followed upon the recommendation of a Study Group set up after the Public Services Conference in March 1960 with the following terms of reference:

"In addition to terms and conditions of service of local members of the Service, the Group shall consider policy and progress in regard to 'localization' with particular reference to training and training programmes and also the position of the expatriate officer in the Service, and the question of reorientation of educational policies with a view to meeting the requirements presented by a determined effort to 'localize' the Civil Service."

33. The following recruitment statistics for the years 1955-1959 show the effects of the Kenya Government's policy:

are being undertaken of the qualifications and training required for appointment of local officers and to ensure that the fullest use is being made of local officers who are already serving.

37. The following table of appointments of local officers shows the progress that has been made:

	Salary scale A (professional)	Salary scale B (semi-professional)	Salary scale C (technical and supervisory)
1958	37	41	438
1959	62	68	454
1960, 20 Aug.	71	79	491

38. In Sessional Paper No. 2 of 1961,<sup>k</sup> the Uganda Government announced proposals for the accelerated promotion of local officers coupled with a limited scheme for compensation for overseas officers. The aim is to give local officers experience in posts carrying heavier responsibilities.

39. In December 1960 all recruitment of overseas staff on permanent and pensionable terms ceased; instead, contract terms are being offered.

#### Zanzibar

40. A Public Service Commission has been established and its main task will be to advise on the localization of the public service. As in other Territories a non-racial structure has been adopted for the Civil Service. Non-racial teachers training colleges have been established for both men and women, and subsidies are made to the University College of East Africa and the Royal Technical College of East Africa. Two hundred and fifteen students from Zanzibar, including fifty-four holding government scholarships, were studying abroad in December 1959 and in that year thirty-six serving officers were on courses

<sup>k</sup> Uganda: *Future developments in the Public Service of Uganda*, Entebbe, p. 7 ff.



of instruction overseas. Estimated public expenditure on students and officials studying overseas in 1960 is £51,000, which is equal to about 2 per cent of the recurrent budget. Secondary school leavers have been increased over recent years as follows:

1949 .....	67	(38)
1954 .....	108	(60)
1959 .....	182	(123)

(Figures in parentheses show those successful in Cambridge Overseas School Certificate or GCE)

41. Higher School Certificate classes were started in 1959 and an examination equivalent to a University Entrance Examination will be taken for the first time this year. Results of the policy of localization are indicated by the following figures:

	<i>Per cent</i>
At 1 January 1949 local officers held 41 out of 244 Senior posts (Salary scale C and upwards) filled on that date .....	(16.6)
Corresponding figures for 1954...102 out of 335..	(30.45)
1959...214 out of 439..	(50.39)
1960...226 out of 427..	(52.93)

#### *East Africa Railways and Harbours Administration and Posts and Telecommunications Administration*

42. The policy of both Administrations is to recruit as many of their staff as possible from local sources and there has been a substantial reduction in the number of trained staff recruited from overseas. These Administrations have substantial training programmes already described in paragraphs 15-25 above. For the recruitment of professional staff the aim will be gradually to look to the Royal College, Nairobi (soon to become a University College) as the main source of supply.

43. A Commission has examined recently the arrangements for localization in the East Africa Posts and Telecommunications Administration and certain other East Africa High Commission services and has made recommendations for accelerating the process.

#### *Northern Rhodesia*

44. A local civil service on non-racial lines is being established. The Northern Rhodesia Government has approved in principle a large-scale training and scholarship scheme designed principally to encourage secondary school leavers in Northern Rhodesia and elsewhere in the Federation of Rhodesia and Nyasaland, of whatever race, to look to the proposed local Civil Service for a career by assisting them to acquire the qualifications necessary for entry into the higher grades of the

Service, and, secondly, to assist serving officers to obtain the qualifications necessary for advancement to the higher grades within the Service.

#### *Nyasaland*

45. At 1 January 1958, a locally based service was introduced with rates of pay and conditions of service related to the local employment market and to the circumstances of candidates whose homes were in Nyasaland or elsewhere in Africa. There are already African and European officers serving in the Territory on these terms. Proposals for a Public Service Commission, which will advise the Government on appointments to, and advancement in, the civil service, have been drawn up and it is expected to begin its work soon. A Committee has recently examined the whole question of the employment of local candidates in the local civil service. The Chairman of this Committee was Mr. A. L. Adu, Secretary to the Prime Minister of Ghana and Head of the Ghana Civil Service.

#### OVERSEAS SERVICE AID SCHEME

46. In addition to the assistance which it provides for the training of personnel, Her Majesty's Government in the United Kingdom has recently undertaken to provide aid to Non-Self-Governing Territories in staffing their public services in a new and direct way. In October 1960 proposals were laid before the United Kingdom Parliament, and later approved by it, whereby Her Majesty's Government offered to enter into agreements with territorial Governments for the sharing of the costs of employing overseas staff. The United Kingdom Government offers to pay the difference between the local salaries of such officers and the salaries which have to be paid in order to recruit them in the United Kingdom or elsewhere overseas and retain them in employment. It also offers to pay education and children's allowances for such officers, half the cost of their passages to and from the Territory, and, where appropriate, half the cost of schemes for providing compensation for loss of career. Agreements for aid of this sort are being worked out with thirty separate Governments and administrations and will be effective from 1 April 1961. They will have the ten-year period to 31 March 1971 in the first instance. The effect will be to relieve Territories of a significant part of the burden of employing suitably qualified staff to build up the administrative and social services of the country and develop its economy, and above all to train local people to take over these vital tasks from them. The cost to Her Majesty's Government in the United Kingdom will be about £150 million over the ten-year period, a large part of which will represent direct savings to the territorial Governments of expenditure which they are at present making on the allowances and passages to be covered in future by the aid scheme.

## Overseas service training in the

Type of training	Gambia	Sierra Leone	Aden	East Africa High Commission	Kenya	Northern Rhodesia	Nyasaland	Uganda	Zanzibar	Bahamas	Barbados	Bermuda
Administrative .....	2	5	1		24	20	12	9	4		2	
Agriculture .....	1	6	2		17	6	5	5	1		2	
Architecture .....					2						1	
Audit and accountancy .....			2		1			4				
Aviation .....		4		10	2	1		1		1	2	1
Broadcasting .....		2	4		2			5	1			
Civil defence .....					1							
Co-operation .....		2	1		2	2	1	3	1			
Customs and excise .....	1			1		1						
Dental .....												
Economic development .....												
Education .....	2	2	1		3	5	2	2	3		3	
Engineering .....	5	15	2	4	12	8	1	6				
Fire services .....				1	1			1			1	
Foreign service .....		10										
Forestry .....		2			3	2	2	1				
Geological survey .....						3	1					
Imperial Defence College .....												
Income tax .....		2									1	
Information .....						1	1					
Joint Services Staff College .....												
Labour .....		1	1		3	2	3	2			1	
Languages .....	1				4		1	1				
Legal .....		2			3	7		1			1	
Local government .....	1		1		1			1	1			
Marine .....				1								
Medical .....	2	7		1	11	1		2			2	
Meteorological .....				4								
Miscellaneous .....		4			13			14	2		1	
Nuclear Energy .....												
Nursing .....								1	3		2	
Organization and methods .....			4	3	6	7	1	5				1
Parliamentary procedure .....												
Passports and immigration .....		1						1				
Police .....	3	14	10		17	56	26	44	7	5	5	15
Posts and telegraphs .....	2	2		31						2	2	
Printing .....	1	3										
Prisons .....	1	1			2			5				1
Probation .....					3							
Public and social administration .....									1			
Railways .....		1		1								
Research students .....												
Sanitary and health .....		3						1			2	1
Social welfare .....		1			1	3		1			1	
Statistics .....												
Survey .....	2				2			2				
Town planning .....			2					2	1	1		
Veterinary .....				1	1	1		1				
<b>TOTAL</b>	<b>24</b>	<b>90</b>	<b>31</b>	<b>58</b>	<b>137</b>	<b>126</b>	<b>56</b>	<b>121</b>	<b>25</b>	<b>9</b>	<b>29</b>	<b>19</b>

## United Kingdom, courses begun in 1960

<i>British Guiana</i>	<i>British Honduras</i>	<i>Jamaica</i>	<i>Leeward Islands</i>	<i>Trinidad</i>	<i>Windward Islands</i>	<i>The West Indies</i>	<i>North Borneo</i>	<i>Hong Kong</i>	<i>Sarawak and Brunet</i>	<i>Singapore</i>	<i>Fiji and Western Pacific</i>	<i>Gibraltar</i>	<i>Malta</i>	<i>Mauritius</i>	<i>South Africa High Commission</i>	<i>Seychelles</i>	<i>St. Helena</i>	<i>Miscellaneous and Unallocated</i>	<i>Total</i>
2	2	8	2		2	2	5	4	7		6			1	4		1	4	129
1	1	7	1	6	1		3		2		3		1	2	1			2	76
1				1				1	1										7
2	2	2		9				1			2			1					26
		14	1	4				8	1	2	1			6					59
1	1		1					2				1		6					26
								4				2	2						9
	1	1						2	1					2					19
1		4						2			1			2					13
								1											1
2				2		1				1				1					7
6		6		14	2			13				2		3	1				70
4	4	4	1	7	3		3	19	2				5	1	1			1	109
3				1				1											9
						15													25
1	1	1		1			1							1					16
1															1				6
		3	1	3	2	1		4					2		2	1			22
	2				1								1	1					7
								1											1
1	1	1		1	1		1	2			1		1						23
								2	1									3	13
		1			1														16
		2						1		1				1				1	11
1											1								3
1	2	2		7	1		2	22		9	2	1		9		1			85
3	3	1	2	4		3		1						2					10
3	3	1						7	2		2			6					64
		1						4		2	1			2					10
3	2	12		4	5			6						5					44
1		2		1	1		1	8	1		1			6		1			50
																			—
								1											3
4	3	12	5	16	8		2	22	4	9	5	1	10	6	9	1		1	320
2								1			1			2					45
				3										1					8
		1		3				1					1	5					21
				1	1									1					6
											2								3
																			2
1				1		2		8					2					4	4
3	2	4		3	1			3			1			2	1				27
		1		1														3	5
				2															8
					1					2									9
										1				1	1				7
—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
45	27	90	14	96	31	24	18	152	22	26	30	8	25	76	21	5	1	19	1,455

## Appendix II

### Composition of the Public Service (as at 1 January 1960, unless otherwise stated)

Territory	Overseas officers		Local and other officers of comparative professional or other status to overseas officers	Total number of local and other officers
	Pensionable	Non-pensionable		
Aden <sup>a</sup> .....	189	125		
Bahamas .....	19	67	188	2,477
Barbados .....	21	28	89	4,296
Bermuda .....	166	38	275	504
British Guiana <sup>b</sup> .....	82	62	220	1,780
British Honduras .....	40	33	42	1,586
Falkland Islands .....	16	13	10	96
Fiji .....	270	181	346 <sup>c</sup>	3,885
Gambia .....	68	47	61	3,117
Gibraltar .....	18	15	35	890
Hong Kong .....	1,356	135	over 11,000 <sup>c</sup>	39,561
Jamaica .....	43	60	270	16,543
Kenya .....	2,938	634	2,598	59,456
<i>Leeward Islands</i>				
Antigua .....				
Montserrat .....				
St. Kitts-Nevis-Anguilla .....	6	7	12	1,140
Virgin Islands .....	4	2	7	90
Malta <sup>d</sup> .....	12		3	9,848
Mauritius .....	77	50	272	9,600
North Borneo .....	162	38	251	3,859
Northern Rhodesia <sup>a</sup> .....	813	590	2,150	10,527
Nyasaland .....	748	146	123	8,100
St. Helena .....	7	3	187	4,137
Sarawak ..	238	98	76	6,674
Seychelles <sup>a</sup> .....	11	17	33	573
Sierra Leone .....	270	189	402	9,000
Uganda <sup>e</sup> .....	1,582 <sup>c</sup>		1,343 <sup>c</sup>	
<i>Western Pacific</i>				
British Solomon Islands Protectorate .....	92	86	6	709
New Hebrides .....	13	8	109	—
Gilbert and Ellice Islands .....	30	14	47	933
<i>Windward Islands</i>				
Dominica .....	3	4	45	1,182
Grenada .....	7	—	22	1,871
St. Lucia .....	4	8	—	—
St. Vincent .....	—	—	—	—
Zanzibar .....	94	44	316	4,137
<i>East Africa High Commission</i>				
E.A. Posts and Tels .....	581	241	286	3,056
E.A. Railways and Harbours.....	403	—	95	4,559
E.A. Railways and Harbours.....	1,194	63	1,515	12,119
Bechuanaland <sup>e</sup> .....	149		4	
Basutoland <sup>a</sup> .....	108	1	16	1,800
Swaziland <sup>a</sup> .....	66	10	71	1,429
The West Indies <sup>a</sup> .....	16	4	15	

NOTE: An effort is made to ensure that Territories adopt similar standards in determining the number of posts listed in the third column of this table; but the figures in this column may not be strictly comparable with each other in all cases.

<sup>a</sup> At 1 January 1959.

<sup>b</sup> At 1 January 1958.

<sup>c</sup> Additional information supplied by the United Kingdom Government during the course of the discussion of the Committee on Information.

<sup>d</sup> At 1 July 1960.

<sup>e</sup> Includes non-pensionable officers.

E. STATEMENT MADE BY THE REPRESENTATIVE OF THE UNITED KINGDOM AT THE 233rd MEETING OF THE COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING TERRITORIES ON 8 MAY 1961.<sup>1</sup>

1. My delegation gladly voted for resolution 1534 (XV) when it was debated in the Fourth Committee in October last year. Its provisions are entirely in line with our own policy. In debate in the Fourth Committee, as in the general debate which preceded it, we stressed our belief that, at such a momentous time in the history of the Non-Self-Governing Territories, when so many new countries were achieving independence, the importance of training of this nature could not be over-emphasized. Our own experience, and that of others, has brought it home to us, with great force, that one of the most priceless assets of a newly independent country is a Public Service which is adequate as to numbers, ability and integrity. We have had ample proof that if this asset is lacking, the consequences are very grave and indeed may not stop this side of catastrophe. We think it is not going too far to say that a well-trained Public Service is the foundation for the development and progress of any new country, and it is our continuing endeavour to do all we can to help the people of the Territory for which we are responsible to widen and improve their training facilities.

2. This is the policy which my Government has suggested to the Governments of all our Non-Self-Governing Territories. But I must emphasize that implementation of policy is entirely a matter for the Governments concerned. They are responsible for their own Civil Service; recruitment of some overseas officers is carried out by my Government at the request of the Non-Self-Governing Territories concerned, but the appointment, pay and conditions of all the civil servants in the Territories rests with the local Government. In fact, all the Governments referred to in this intervention have publicly accepted this policy, and it may interest the Committee if I take one example from many and quote the following extract from a recent sessional paper put out by the Government of Uganda. I quote:

"For some years it has been the declared policy of the Government to build up a Civil Service staffed by local people. The Government now reaffirms this policy. For convenience, it is described throughout this Paper as the policy of Africanization, because in a locally staffed Civil Service Africans will eventually fill the overwhelming majority of posts at all levels, but the Government wishes, once again, to make clear its view that as non-Africans have a part to play in the general life of the community, so also should they play a proportionate part in the Civil Service.

"Uganda is moving steadily and rapidly towards independence. If an independent country is to provide proper services for its people and to play its proper part in world affairs, it must have an efficient Civil Service. It is therefore of great importance that the development of a local Civil Service should keep pace, so far as possible, with political development so that, at the time of independence, Uganda will not be mainly dependent upon the employment of expatriate Civil Servants to provide the level of services to which the community has become accustomed and which it will expect in the future. The measures which it proposes to take in the future are designed to ensure, to the greatest extent practicable, that, at the time of independence, Uganda will have a Civil Service in which local officers are fitted to carry the main burden of administration even though it will still be necessary to employ some Civil Servants from outside Uganda for some time to come if all services are to be maintained at an acceptable level.

"If a country is to be well and justly administered, it is not enough for its Civil Servants to be efficient. They must also be of high moral character, able and ready to tender advice without fear or favour, and to deal fairly with members of the public with whom they come in contact. Civil

Servants must also be insulated from political pressure and this means that there must be machinery whereby Civil Servants can be selected for appointment or promotion and disciplined on the advice of an impartial body which is not influenced by the exercise of patronage or by political pressure; this machinery already exists in Uganda, in the form of the Public and Police Service Commissions, and must be maintained."<sup>m</sup>

3. My delegation welcomes the international interest which has been taken in this matter, which is so closely bound up with social, economic and educational advancement in the Non-Self-Governing Territories. While my Government bears the chief responsibility, it is well aware of the value of international help that can be brought to bear in this particular field, whether from OPEX, the various specialized agencies or the regular and expanded technical assistance programmes.

4. I hope that the two Secretariat documents before us and whatever additional information I am able to provide in this intervention will demonstrate to the Committee that my Government's activities in promoting strong local Civil Services are being pressed forward on a broad front. As we have explained in the first two paragraphs of our Report, this is the first comprehensive Report we have transmitted on the subject and there has been insufficient time to make it as full as we would have wished in some respects. Much relevant information does of course appear piecemeal in regular transmissions under the various social, economic and educational heads, but we have not hitherto dealt with this information as a separate subject complete in itself. Members will recall that resolution 1534 (XV) was only passed at the end of 1960. The information which it asks Administering Members to transmit has had to come in from a large number of widely scattered Territories, which, in conformity with the principles under which they are administered, bear the responsibility for the detailed working of their own Civil Services. Thus, a complete check on all the information provided has been impossible in the limited time available; it must be added, too, so swift is the march of events in the larger Territories, that much of the information given is inevitably out of date. In future the information asked for in the resolution will form a regular part of the annual transmission from each Territory. But, for the purposes of this session, we hope that the Committee will receive our special report on the understanding that we have done the best we could in the time.

5. The documents before us (A/AC.35/L.340 and Corr.1 and A/4761) both deal with Territories under United Kingdom administration. I will not waste the Committee's time by giving a resumé of what I am confident members have already digested, but I should like to qualify and expand certain points and also furnish the Committee with some additional information which appears to my Government to be relevant but which was not available at the time we put in our Report.

6. I should like first to refer to paragraph 7 of document A/AC.35/L.340, where we read, and I quote from the third sentence of the paragraph, referring to posts to be filled by Africans: "In some cases the number of these posts and their ratio to an over-all establishment are not known, as the information transmitted does not contain breakdowns for races." This should be compared with the reference in paragraph 12 of the second document we are considering—A/4761. This is a long paragraph but I am referring to the creation of a new Civil Service section set up in Kenya to press on with the Government's policy of localization. I am sorry if we are imposing on the Committee and the English language a new and rather macabre-sounding piece of jargon. But, short of using a much longer phrase, we can think of no better way to describe what the Governments of Kenya and the other Territories to which I wish to refer are trying to do. The main point here is that since 1955 the Kenya Civil Service has been run and recruited on a non-racial basis, and the information transmitted by the Government of Kenya only distinguishes in the breakdown given in the first appendix of document A/4761

<sup>1</sup> The information given in this statement is intended to supplement that provided in document A/4761, the text of which is reproduced in section D above.

<sup>m</sup> Uganda: *Further Developments in the Public Service of Uganda*, Sessional Paper No. 2 of 1961, pp. 1-2.

between staff of overseas origin and those recruited locally, be they of African, Asian or European origin. This is the same course as is being followed in Nyasaland, Uganda and Northern Rhodesia, to mention only three, and it is surely the right course to take. We recognize that the composition of a civil service in a healthy state should ideally reflect approximately the separate elements in the Community. The present racial breakdown of the Kenya Civil Service of roughly 59,000 souls is 6,000 Europeans, of whom 2,150 are locally recruited, 4,300 Asians who are virtually all locally recruited and 49,000 Africans. We recognize that the Africans in Kenya have hitherto not filled the number of higher posts which is commensurate with their position as overwhelmingly the biggest element in the population. At the end of 1960 they filled just over 10 per cent of what the Kenya Government calls Scale A posts, which for practical purposes we may describe as Third Secretary upwards. But measures now in hand will alter this picture out of recognition in a very short time, and the Coordinating Officer mentioned in paragraph 35 of document A/AC.35/L.340 will soon have no dearth of local candidates to draw from in his work on accelerating Civil Service localization.

7. In 1959 there were 354 students from Kenya, 321 of them African at the University College of East Africa; a further 1,731,346 of them African, were studying overseas, mostly in the United Kingdom. Naturally, not all of these will qualify at one time, nor will all wish to enter or in some cases, return to the service of the Government. But we feel that their numbers give an excellent augury for the future of Kenya's non-racial Public Service. In this connexion the figures showing the vacancies in the Public Service at the end of paragraph 12 of document A/4761 are of interest since they show that the local Government thought it necessary to fill only 6 per cent of all the vacancies existing in the Civil Service in 1959 by recruitment overseas. It should be added also that in the future all such overseas recruits will be employed on a contract basis, i.e., they will not have permanent pensionable status.

8. The next point to which I should like to refer is in the last sentence of paragraph 7 in document A/AC.35/L.340. The Government of Kenya has now announced plans for a new College of Administration, which will cost about £350,000. We are not yet able to give full details of the courses to be offered, but we think that this information helps to meet the criticism that I have mentioned in paragraph 7, which is also repeated in paragraph 29 of the same report.

9. I should like to shed a little more light on the statements on Fiji contained in paragraph 8 of document A/AC.35/L.340, and in this connexion I would refer members to the chart shown in appendix II of document A/4761. The figures for Fiji in this appendix suggest that there are no local officers of professional status comparable to that of the overseas officers shown in the first two columns of the chart. I am happy to inform the Committee that the blank shown in column 3 against Fiji is an error, and that 346 local officers are employed in posts of comparable level to those held by the 451 overseas officers listed. While on this point, there is a similar error in the case of Hong Kong and Uganda in this appendix.<sup>n</sup> In addition, the Government of Fiji is taking special measures to accelerate the localization of the civil service, and is particularly anxious to correct the unfavourable proportion of higher posts held by members of the Fijian community. I should now like to make a brief reference to paragraph 21 of document A/AC.35/L.340 where it is stated that, and I quote:

"Several years ago the system whereby the United Kingdom Government provided scholarships under the Colonial Development and Welfare schemes was replaced by Kenya Development Scholarships which are awarded to Kenya civil servants of all races for courses intended to increase their efficiency and to fit them for promotion. During 1959, five such scholarships were awarded to Kenya government servants (three Africans, one Goan and one European)."

<sup>n</sup> The missing figures have been included in appendix II of document A/4761 reproduced in section D above.

My delegation feels the statement is perhaps a little misleading as it does not seem to recognize the way in which the United Kingdom Government has delegated control of Colonial and Development Welfare funds to the Governments of the Non-Self-Governing Territories. What has happened in this case is that development and welfare funds previously made available from the United Kingdom direct have been allotted to the Government of Kenya on a quinquennial basis. The five scholarships referred to were provided with this money. It is only fair to add that an additional eighteen scholarships were given to serving civil servants of the Kenya Government with funds from other sources. The United Kingdom Government continues in numerous ways to make other scholarships and training courses available and many of the Kenya students now doing higher education in the United Kingdom are assisted by one or other of these means.

10. In paragraphs 74-89 of document A/AC.35/L.340 it is said, in reference to the Bahamas, that no information is available on the proportion of different races holding higher government posts. We do not yet have the exact figures for this, but I should like to take this opportunity to say that the civil service of the Bahamas is non-racial and open to Bahamians at all levels. The majority of civil servants are racially speaking of African origin, including the Solicitor-General and the Chief Out-Island Commissioner.

11. I should like to add a little to the information that has been given about the Public Service in Northern Rhodesia. The Government of that Territory has, like its neighbours, in Nyasaland, Kenya and Uganda, dedicated itself to the creation of a local non-racial civil service. To this end, it has set in motion during the last year plans to expand its training programme to cover every aspect of training for service in local and central government. These include courses for executive and clerical staff of all races in central government departments; some of the former category whom it is hoped to promote to the administrative grade are already studying elsewhere in Africa or the United Kingdom. Courses are also being shaped for the training of field staff in the survey, veterinary, forestry, transport, works and agriculture departments. In addition, rural training centres have been set up throughout the Territory to provide a wide variety of training courses for the rural population. The role of these centres and of the Oppenheimer College of Social Services and of the College of Adult Education, both in Lusaka, has already been stressed in a previous intervention by my delegation. But it is worth mentioning that, in addition to what we have already said on the subject, the Oppenheimer College hopes to be able to develop a number of short courses for special needs, e.g., personnel management and social medicine. We think that these are of immense potential value in the field we are discussing.

12. In Nyasaland, the authorities are tackling the problem of localizing the civil service with vigour. The Government recently appointed a committee to examine the matter. The Chairman of this body was an eminent member of the civil service of Ghana, Mr. A. L. Adu. The Committee has now reported, recommending a considerable expansion of the training facilities provided by government departments and the establishment of a school of administration. The school will apparently have the same scope as that at Zaria in Northern Nigeria which has been functioning successfully for several years.

13. In all the Territories I have mentioned, the old distinction between the officer from overseas and the locally recruited man is disappearing—and disappearing fast. In all these Territories the Governments have declared in public their intention of creating localized civil services. But this does not mean that staff recruited overseas will disappear from civil service establishments overnight. Indeed, there is every reason why they should not, since they are usually on principle only recruited for posts which it is difficult to fill from local resources for the time being. The stage of development which most of the Territories we are discussing have reached is often marked by a considerable expansion of the public service, and the overseas specialist continues to be needed in large numbers despite the increases in local officers occupying senior posts. This step is explained by the needs of new training pro-

grammes, specialized jobs for which local men had not yet completed training and new social demands which local leaders, as they rapidly assumed more responsibility, could not afford to ignore.

14. At the beginning of this intervention I stressed the importance which my Government attaches to the creation of a strong local public service in the Territories which we are preparing for independence. It is a vital and urgent task and, behind all the musty jargon about cadres, localization and training, a most exciting one. We say that we are localizing as fast as we can, without sacrificing standards, but I should also like to refer briefly to the steps we are taking towards this end. Firstly—and this is the nub of the problem—there has had to be an educational revolution. This is not the place for a full survey of education in the Territories, but no account of what is being done to forge new civil services can omit some mention of the subject. Reduced to essentials, the difficulty has been everywhere lack of men of the right educational standards to staff the upper grades and this in turn only reflects a dire shortage of secondary school leavers. A tremendous amount has been done since the end of the war and I should like to take one example, which is not the best and not the worst, from educational achievements in Uganda. In 1951, the secondary schools run by governments did not turn out any grade I or grade II secondary school holders. In 1952, when the machine got into gear, ninety-five were turned out. In 1955, the figure rose to 213 and, in 1958, to 380. Over roughly the same period the number of local men occupying some of the 1,400 odd senior posts in Uganda Civil Service rose from a dozen to 130. It is now approaching 350. I think that these figures, as an illustration of what is happening, speak for themselves. In the field of higher education, the United Kingdom Government has, since the war, helped in the foundation of university colleges or universities in West Africa, East Africa, Central Africa, the Far East and The West Indies. I should like to take two examples and I will take them from The West Indies and from Uganda. At the University College of The West Indies the enrolment rose from 140 to over 600 in the eight years up to 1958. At Makerere College, which, as one of the three parts of the planned University of East Africa, serves all the East African Territories, the size of the student body rose from 222 to 823 during the decade 1949-1959. At the same time the number of students going abroad to study, chiefly to the United Kingdom, has mounted steeply. I have already quoted the figures for Kenya. Those for Uganda were 374 scholarship holders in 1960 as well as over 500 private students; for Zanzibar, which has, of course, a far smaller population, twenty-nine scholarship holders and 146 private students. As a comparison, Sierra Leone in its last year before independence, had 280 of its students in the United Kingdom on scholarships and 470 privately. At this point I should like to say that my Government entertains a lively appreciation of the complimentary assistance being given in this field by some other countries, particularly India, Pakistan, the United States of America, Canada and New Zealand.

15. Thirdly, many local officers already serving in their own civil service are assisted either by their own Government or by the United Kingdom to do further study in the United Kingdom or elsewhere, as a preliminary to entering higher grades on their own civil service. For example, in 1959 there were 1,245 students of this category attending courses in the United Kingdom. Numerous subjects were studied, but the majority devoted themselves to administration and local government (often with the co-operation of central and local government departments in the United Kingdom), agriculture, medicine, law and engineering.

16. Fourthly, through Colonial Development and Welfare funds and the new Overseas Aid Scheme, my Government is helping the Governments of the Non-Self-Governing Territories bear some of the cost of employing overseas staff. The role these men play is, as I explained above, of very great importance as the services of the Governments expand; payment of part or all of the salaries of some key offices is often of immense assistance to Governments which are stretching their financial resources to enlarge their own training programmes.

17. The account I have given the Committee may give the impression that civil services are being turned out as it were on an assembly line. But a civil service is not a sausage, or a motor car; it is a body of men and women and it will have ideals, a sense of loyalty in a devotion to its task so far as the men and women composing it possess these qualities. Over and above the vitally necessary educational equipment of degrees and diplomas it seems to my delegation that two agents must be at work if what I can only describe as an ideal of service is to be achieved. The first is the sympathy and devotion of those creating the new services on the ground towards those whom they are training to work with them and, eventually, to take their place. These qualities have, I think, usually been present in the men and women carrying out this task in the Non-Self-Governing Territories for which my Government is responsible. Secondly, the localized civil services which we see evolving need an ideal and a sense of identity towards which they can devote their loyalty. I venture to think that this is realized in our Territories as the prospect of independence brings the goal of nationhood nearer.

#### F. SPECIAL REPORT BY THE UNITED STATES ON THE PREPARATION AND TRAINING OF INDIGENOUS CIVIL AND TECHNICAL CADRES IN GUAM, AMERICAN SAMOA AND THE UNITED STATES VIRGIN ISLANDS.<sup>o</sup>

1. In the administration of its Non-Self-Governing Territories, the Government of the United States is guided by the principle of orderly and progressive development of the peoples of the Territories towards self-government. Accordingly it has been a cardinal policy of the United States Government to train or provide for the training of indigenous residents for positions of responsibility in their territorial Governments, and to use them in these capacities. Preference in appointment to public positions is extended to qualified indigenous personnel. The extent of the implementation of this policy is shown by the fact that in the territorial Government of Guam, 83 per cent of the total number of officials and employees are now Guamanians; in American Samoa, 96 per cent are Samoans; and in the Virgin Islands, 99 per cent are Virgin Islanders.

2. In order to carry out the policy of employing qualified indigenous civil and technical personnel in the three United States Territories, the Governments of Guam, American Samoa and the Virgin Islands have all made considerable progress in providing local educational facilities wherever feasible as well as professional and technical scholarships and grants for the training of indigenous residents for positions in the Territories. The Government of the United States has extended the National Defense Education Acts and other laws to its Territories for the benefit of their indigenous population.

#### GUAM

3. Section 9 (a) of the Organic Act of Guam provides that: ". . . in making appointments and promotions, preference shall be given to qualified persons of Guamanian ancestry. With a view to insuring the fullest participation by Guamanians in the government of Guam, opportunities for higher education and in-service training facilities shall be provided to qualified persons of Guamanian ancestry. The Legislature shall establish a merit system and, as far as practicable, appointments and promotions shall be made in accordance with such merit system."

4. The Merit System, established in 1951, is administered by the Department of Labor and Personnel, a department within the Executive Branch of the Government. Appointments to positions in the Executive Branch of the Government, except those appointments which require confirmation by the Legislature, are filled on a competitive basis. In every instance, vacancies are announced locally and applications are solicited

<sup>o</sup> The text of this statement was transmitted to the Secretary-General on 5 May 1961 and was originally distributed under the symbol A/4765. Similar information was presented by the representative of the United States in an oral statement at the 235th meeting of the Committee on Information.

from indigenous or other permanent residents of the Territory. Where no qualified Guamanian or resident apply, the Department of Labor and Personnel may recruit from sources outside of Guam. Recruitment from the mainland and Hawaii or from other sources outside of Guam is generally restricted to professional and technical personnel. As of 27 March 1961, there were, out of a total of 2,492 employees, only 235 professional and technical personnel recruited under a two-year contract from the mainland of the United States and from other places. Of this number, there were 132 teachers, 11 nurses, 9 medical and dental officers, and 9 internal revenue agents. There were also about 200 other Americans recruited locally for teaching (170), nursing (12) and clerical-secretarial positions for which there were no qualified Guamanians available.

#### Training facilities

5. In recognition of the need for a well-trained corps of local residents in the varied professional and technical fields, the Government of Guam makes every attempt to provide training facilities and opportunities for persons of Guamanian ancestry as well as for other residents of the Territory. It has established a system of public education patterned after and comparable in quality to mainland schools. Its high schools, accredited by a national accrediting agency, offer comprehensive programmes of studies leading towards college entrance as well as towards agricultural, commercial and business, trade and industrial employment. The Government operates a Trade and Technical School and an accredited two-year college which has just recently been authorized to progress to a four-year degree-granting institution.

6. *The vocational education programme* at the two high schools had a 1960 enrolment of 143 in agriculture, 247 in home economics, 79 in home nursing, and 13 in vocational auto shop. In 1960 a diversified occupation programme was inaugurated with 32 students. Ninety-two students were selected for the 1961 school year. This programme is a co-operative venture between governmental agencies and business and industrial firms on the one hand and the public schools on the other whereby students attend regular academic and vocational classes in high school and are provided work experience by the business and government agencies under a supervised programme of guidance and instruction by competent employee-supervisor and the high school diversified programme supervisor.

7. For several years now, the Adult and Vocational Education Division of the College of Guam has been offering non-college credit courses in commercial, trade and technical fields for adults. The programme is designed for those who seek to change employment and need basic instructions in the area of employment and for those who need assistance for advancement in the field. Over 500 certificates of completion in the automotive, electrical, radio, carpentry, commercial and other trades courses have been issued to Guamanians and other residents. The vocational education programme will be administered by the New Trade and Technical School.

8. *The Trade and Technical School* opened its doors for the first time in February 1960, with an enrolment of 180 students. Eight courses were offered: basic blueprint reading, electrical blueprint reading, automotive drawing interpretation, automotive mathematics, electrical mathematics, machine shop mathematics and fundamentals of electricity. Certificates of completion were issued to ninety-two members of the first class, of which eighty-six were issued to Guamanians and six to mainlanders.

9. As of 5 April 1961, there were 553 students enrolled in the Trade and Technical School. Guamanians comprised approximately 85 per cent of the total. Two hundred and ninety-six students are enrolled in electrical trades courses, 189 in automotive trades, and 68 are taking other courses. In support of the programme, \$56,000 has been appropriated for the immediate purchase of equipment for new courses in the building trades and for the expansion of the automotive and electrical shop programmes. This amount is over and above the \$91,000 which had been appropriated previously for the financial year 1961.

10. *The Navy Apprentice School* supplements the work of the public schools in the training of Guamanians in varied technical and trade areas (electrical, plumbing, carpentry, etc.). A four-year programme of academic and trade courses, it graduated in 1960 its first class of eighteen students and is expected to graduate twenty-five at the close of its school year 1961. There were 142 students enrolled at the beginning of 1961 and it is expected to expand to accommodate approximately 200 students. Upon completion of the programme, graduates may enter either private or government employment. As students they receive salaries amounting to about \$100 a month.

11. A practical nurse training programme has been authorized by the Governor for 1962. It will be administered by the Guam Memorial Hospital under a grant from the Federal Government.

12. *College of Guam.* The most significant development in the training of Guamanians was the establishment in 1952 of the College of Guam. A two-year college at this point, it has been authorized to extend its programme into a four-year degree-granting institution. When in full operation, the College of Guam will provide in the island a programme of higher education which will enable students to obtain degrees in teacher education as well as provide them with basic liberal arts courses required for advanced degrees in such fields as law, medicine, governmental administration, and related fields. It is not expected to provide more than a two-year programme in science because of the prohibitive cost involved in such a programme.

13. The College's enrolment has increased steadily each year since it was first opened in the summer of 1952. The fall quarter enrolment for the past five years is shown in the following table:

Year	Daytime enrolment	Late afternoon and evening enrolment	Total
1956/1957	121	379	500
1957/1958	134	392	526
1958/1959	168	316	484
1959/1960	145	420	565
1960/1961	239	622	861

The fall 1960 enrolment by programme follows:

	Daytime enrolment	Late afternoon and evening enrolment	Total
Field: Agriculture	1		1
Business administration:			
Accounting	31	126	157
Clerical	17	39	56
Secretarial	15	88	103
Education:			
Administration	5	4	9
Elementary	50	131	181
Secondary	6	16	22
General education	111	217	328
Nursing	3	1	4
<b>TOTAL</b>	<b>239</b>	<b>622</b>	<b>861</b>

14. *In-service training* programmes for employees of the Government are being provided to government employees. They range from letter and report writing for clerical and stenographic employees to supervision and management for supervisory personnel.

#### Off-island training

15. In addition to local training facilities, the Government of Guam authorized in 1959 a total of 175 professional and technical scholarships to qualified Guamanian students for off-island college and university training. The scholarship includes the cost of transportation to and from Guam, tuition and other college fees, room and board. Recipients sign agreements to



make themselves available for employment by the Government of Guam on the basis of one year of service for each year of scholarship.

16. Fifteen scholarships have been awarded since its inception in 1960. Of the total scholarships available, 10 are in medicine, 2 in pharmacy, 2 in veterinary medicine, 6 in engineering, 2 in entomology, 3 in agriculture, 10 in law, 100 in education and 40 in other unspecified fields.

17. In addition, the Government for the past several years has appropriated funds from which students may borrow to pursue college or technical education abroad. One hundred and forty-one students have taken advantage of the loan fund at a cost of approximately \$200,000 as of February 1961.

18. Over the years, more than a hundred Guamanian students have been recipients of scholarships from private individuals, business firms, and colleges and universities.

19. The facilities for the training of indigenous civil and technical cadres on Guam is progressively meeting local needs. The Government has a mandate by law to provide higher education and in-service training facilities to qualified persons of Guamanian ancestry.

#### AMERICAN SAMOA

20. In accordance with the basic policy objectives of the United States Government, the Government of American Samoa employs non-Samoans in government positions only when there are no qualified Samoans available. Samoan industries likewise follow a similar policy.

21. The Government of American Samoa employed as of June 1960 a total of 1,265 persons, of whom only sixty were non-Samoans. The following key positions were held on that date by experienced local personnel: Governor, Director of Port Administration, Acting Director of Agriculture, Assistant Director of Budget and Finance, Assistant to Public Defender, Manager of the Experimental Farm, Chief of Adult Education and Public Information, Accounting and Disbursing Officer, Medical Supply Officer, Customs Officer, two X-ray technicians, Resident Chief of Tuberculosis and Leprosy, Resident Chief of Pediatrics, Resident Chief of Obstetrics, Resident Chief of Ophthalmology, Resident Chief of Surgery, Resident Chief Public Health Officer (Manu'a District), Chief Public Health Nurse, three high school teachers, Assistant Principal of the High School, Assistant Communications Officer, Radio Engineer, Chief Aircraft Communicator, Manager of the Rain-maker Hotel, Manager of the Print Shop, and many others in responsible administrative work, such as general foremen and administrative assistants.

22. A Merit System Law covers the employment of career government employees. Candidates for employment are interviewed, examined, classified, and placed on employment registers from which positions are filled. During the fiscal year 1960, 470 Samoans were promoted to a higher grade.

#### Training facilities

23. The training of indigenous civil and technical cadres in and for positions in the Government of American Samoa is provided locally in the High School of American Samoa, Vocational School, and the Teacher Training College, and off-island by means of scholarships for college and university education, and in-service training grants for the purpose of internship and observation.

24. *The High School of American Samoa* is patterned after American high schools. It prepares students for entrance into college and for immediate employment in the clerical and minor positions in the Government. The 1960 enrolment was 218 students in grades 10 through 12.

25. *A vocational education programme* has been in operation in Samoa for several years, first as part of the High School of American Samoa and now as a separate institution. It offers both academic and vocational courses designed to train Samoans in the crafts and the use of trade tools. Admitting thirty-five boys annually, the Vocational School has trained students to do cabinet-work, carpentry, machine work, electricity, boat repair, logging, sawmilling, and plumbing with the

ultimate objective of preparing them to work in American Samoa.

26. *The Feliti Memorial Teacher Training College* was, until 1960, a one-year extension beyond the high school. It has since been extended into a two-year college designed primarily for the preparation of Samoan teachers for the elementary schools. Financed jointly by the Government of American Samoa and the Fredric Duclos Barstow Foundation for American Samoans of Honolulu, Hawaii, the school had a 1960 enrolment of ten students. In conjunction with the College, a Demonstration School is located in the vicinity where teacher-trainees are taken for observation and demonstration teaching.

27. *A Teachers' Institute* is conducted annually for five weeks by the Department of Education to keep Samoan educational personnel abreast of new techniques and methods. In addition to regular teachers, graduates of the High School and those having equivalent training may enrol to receive basic training in teaching so that they may serve as substitutes and fill vacancies during the school year. Of the latter group of students, 251 and 242 applied in 1959 and 1960, respectively.

28. For the first time since before the Second World War, four guest instructors from Hawaii and the mainland were brought to American Samoa for the 1959 and 1960 annual teacher-training institutes.

29. *A nursing school* is conducted by the Samoan Hospital and is now undergoing change from a two-year to a three-year school. It has been accepted by the National League for Nursing as an institution for the training of practical nurses. Academic courses are being taken at the High School of American Samoa and courses in nursing at the hospital compound. Nurse-trainees are provided room and board by the Government.

#### Off-island training

30. Off-island training programmes are maintained on a continuing basis as part of the Government's policy of furthering the education and training of Samoans so that they may assume greater responsibility in the operation of their Government. Several government employees were sent off-island for special training in such fields as X-ray, radio and meteorology, legislation, medicine, and education.

31. Additional opportunities for off-island studies were offered by colleges and universities and foundations for students interested in pursuing higher education. Seventeen such scholarships were awarded to Samoan students. The Government of American Samoa participates in these scholarships by awarding stipends and in almost all cases by providing air transportation for the recipients.

32. Encouragement has been given to inhabitants to apply for training under the United Nations Technical Assistance Programme. Two candidates have successfully completed their training in education through United Nations scholarships.

#### VIRGIN ISLANDS OF THE UNITED STATES

##### Training facilities

33. The preparation and training of indigenous civil and technical cadres in the Virgin Islands are carried out as a regular function of the Department of Education. The Government of the Virgin Islands maintains a system of free public elementary and secondary education patterned after mainland schools. Its high schools prepare students for entrance into American colleges and also provide a limited number of vocational and trade classes to prepare students for employment in the Virgin Islands. Because of the Islands' small population and limited resources, the Government has not attempted to support a local college. Opportunities for higher education are available through extension programmes from private colleges.

34. There are three public high schools in the Virgin Islands—one in each of the three major islands. Enrolment for 1960 numbered 2,198 students in grades seven through twelve, of whom 240 enrolled in vocational trades in industries.

35. Reports of the Governor show an improvement in the quality of the vocational education offered in the high schools.

Such vocational courses as electricity, carpentry, plumbing, and auto mechanics have been included in the programme. Commercial sewing was taught in Charlotte Amalie High School and vocational agriculture in the Christiansted High and Frederiksted Junior High Schools in 1959. In 1960 a course in practical nursing was added in St. Thomas, and masonry courses were added in both St. Thomas and St. Croix. To meet the needs of an increased tourist industry, training of hotel workers in St. Thomas and St. Croix high schools is currently under way.

36. In addition to regular daytime classes, evening extension courses are being conducted in St. Thomas. In 1960 a total of seventy-three students took courses in blueprint reading for the building trades, blueprint reading and plumbing code regulation, electrical theory (advanced science) and automotive mechanics.

37. During the school year 1959/1960, the first class in practical nursing was provided with thirteen female students.

38. *Higher education.* There has long been recognized a need for college and graduate school personnel trained to staff the departments of the Virgin Islands Government and to develop further the commercial, agriculture, and other business and productive resources of the islands. There are no local college facilities, but the Catholic University of Puerto Rico has provided extension programmes for teachers; and for five years (through 1959) the Hampton Institute in the State of Virginia provided a more comprehensive programme financed jointly by a foundation, the island Government, and by the students through tuition fees. During the five-year period, 212 persons earned 4,231 semester hours of college credits. Of the 212 persons, 137 were teachers, 7 were librarians, 6 were nurses, 11 were graduate students, and 51 were enrolled without any credit.

39. In 1958 the Governor engaged a consultant from the United States Office of Education to make a first-hand study of the post high school education needs of the Virgin Islands, and to recommend feasible steps to meet those needs. In the current year, the Legislature has established the Virgin Islands

College Commission to follow up the 1958 study and submit its findings and recommendations to the Legislature at its next session.

#### *Off-island training*

40. To provide incentive and assistance to qualified students, the Government of the Virgin Islands established in 1956 a Territorial Scholarship Fund. By 1960, well over 100 students had received loans and grants for college study outside the islands.

41. Several colleges and foundations have also provided scholarships and fellowships to Virgin Islands students.

42. A major development in the training and preparation of indigenous civil and technical cadres was the establishment of a programme financed by the Ford Foundation. Started in 1958 with a grant of \$20,000, it had awarded six fellowships to key government employees in 1960. Under this programme, selected employees entered American University in Washington, D.C., for advanced courses in their fields and worked under an internship programme in the Office of Territories, United States Department of the Interior. The fellows who have completed their programme are now employed in key positions in the Government of the Virgin Islands.

#### SUMMARY

43. From the foregoing it will be apparent that Guam, the Virgin Islands and American Samoa are making steady progress in providing facilities and opportunities for the training of indigenous civil and technical cadres. There remains more to be done, to be sure, but the Territories themselves, with the assistance and arrangement of the United States Government, are making commendable efforts to provide their people with further education and training. The three United States Territories are well on their way towards developing an indigenous corps of well-trained and qualified technical and professional personnel which already enables them to participate to a high degree in the management of their own affairs, and which will do so increasingly in the future.

## ANNEX V

### **Statement by the representative of Spain on conditions in the Territories of Fernando Póo, Río Muni and the Spanish Sahara**

On 18 May 1961, at the 239th meeting of the Committee on Information from Non-Self-Governing Territories, the representative of Spain made a statement describing conditions in the Territories of Fernando Póo, Río Muni and the Spanish Sahara. At the request of the Committee, the statement is reproduced below as an annex to the report of the Committee to the sixteenth session of the General Assembly (see also part one, paras. 72-76, above).

1. For the first time, the Spanish delegation is making a statement in the Committee on Information from Non-Self-Governing Territories. Up to the present we have confined ourselves to addressing a few courteous words to the officers of the Committee, to congratulating you, Mr. Chairman, Miss Brooks and Miss Kamal, and to expressing our thanks for the words of welcome from various members of this Committee; we have taken note of what has been said and considered the comments made, and we have studied the reports drawn up by the Secretariat.

2. We wish to say how favourably we have been impressed by the order, deliberation and calm generally prevailing in this Committee, which should be an example to all others in the Organization. We have studied the various items and listened to them being discussed. What is my delegation to say about the abundance of documents submitted to us? In all sincerity there is little that we could say because the work as presented to us has already been carefully prepared by the Secretariat and is in itself of the greatest interest.

3. We have noted that social progress, both urban and rural, questions of standards of living, labour problems, discrimina-

tion, juvenile delinquency and public health have occupied much of the Committee's attention. It is not surprising today that paramount importance should be attached to the social aspects of the evolution and development of peoples; to such an extent is this the case that we cannot conceive of a government in our day which is not genuinely concerned with social questions. Those questions are of special importance in our time when scientific progress and development is such that peoples justifiably wish for an improvement in their social welfare.

4. This Committee has also concerned itself with the preparation and training of the inhabitants of the Territories, a matter to which we attach particular importance. The development of public education (a term that we use to cover education in general) and international co-operation in the economic, social and educational fields have also engaged the attention of this Committee. My delegation has little to add to the statements made by the various representatives of the Administering Powers. We say this because we accept in good faith what the representative Governments tell us about the Territories they administer and because, moreover, we believe that no one can have a greater interest in the welfare of their inhabitants than those to whom the sacred mission of defending their welfare has been entrusted.

5. My presence here does not indicate the slightest addition or change in the attitude of Spain, which has been amply defined by our representatives in the Fourth Committee. The Spanish Government is true to its word and to its policy and that is why it is represented at these meetings.

6. We know that our presence in this Committee is purely optional, but we nevertheless consider that, since we have nothing to hide, since my Government wishes to collaborate with the other countries concerned and since we have already transmitted all kinds of publications to the Secretary-General, there can surely be no harm in the Committee learning about the situation in our African provinces. This aspect of the matter was regarded as being of the first importance by my delegation: that is why we are here—to establish contact with this Committee, so that we may be able to talk things over quietly, so that the whole world may know the facts about us, and how the inhabitants of our Territories live. For us, over and above any other consideration, they are our brothers. The concept of life held by the Spaniard could not lead him to any other conclusion. In the past, Spain has been a great discoverer; it populated lands where we became merged with the indigenous inhabitants, giving them our blood and receiving theirs. For that reason whenever in Spain we hear talk of colonial matters, in the prerogative sense of the word, we feel grieved and distressed, and we do not hold with the kind of discrimination which has unfortunately been frequent in the history of peoples.

7. For the same reason we believe that our presence in this Committee may be of use to the whole world. The great historical adventure which our American experience represents is clearly apparent to all. I will not weary you with disquisitions on what Spain has done or not done, on what principles it based its relations with peoples of different cultural levels with which it came into contact, or on the results of this magnificent chapter of history, because the phenomenon which at present confronts the world is one of decolonization, a consequence of the economic and political action of certain Powers in the 19th century, in which Spain had no part. Spain has never been a colonialist country; it has not engaged in economic exploitation, the commandeering of markets, the control of raw materials or the extermination of indigenous peoples.

8. If our lack of colonial interests and of concern for material gain, together with our tradition which, despite arguments to the contrary, we believe may certainly be described as positive, can help delegates to find ideas, opinions or principles of general interest, we are prepared to give our full co-operation where it may be of use to all.

9. A knowledge of these Spanish provinces of Africa may be acquired exactly as though they were any Spanish province in the Peninsula. There are no differences; the legislation is similar and the inhabitants of both enjoy the same privileges. Nevertheless I should like to point out certain aspects which may be of interest to the Committee.

#### RÍO MUNI

10. The province of Río Muni covers an area of 26,000 square kilometres, comprising a section along the western coast of Africa and the islands of Corisco and Elobeyes.

11. Mainland zone. This is bounded on the north by Cameroun, on the west by the Atlantic and on the south and east by Gabon. It consists in fact of a coastal plain extending from the river Muni to the river Campo and fifteen to twenty-five kilometres wide, and a number of peneplains extending at intervals into the interior. Its coastal area may be divided into three parts. One extends from the river Campo to the mouth of the river Benito, in the centre of which is situated the town of Bata; the second stretches from the river Benito to Cape San Juan and is the part which projects most into the sea; the third part extends from Cape San Juan to the estuary of the Muni and makes a wide curve towards the south-east. The total extent is some 150 kilometres.

12. Its geological formation is two-fifths granite (southern and eastern peneplains), two-fifths gneiss and quartzites (northern peneplains) and one-fifth sedimentary lands in the coastal plain.

13. Its mountain structure comprises various spurs of the ranges of the Cristal Mountains which consist of the following:

14. The central system, a divide between the river Benito and the Ogowe and the Muni valleys. The most important names are "La piedra de Nzás or the Pie de Dios Mountain;

the Chime Mountain (near Evinayong); Mount Eyamayong, in the centre of the Churu forest, and the Biyemeyeme or Mitra, the most impressive, within sight of Puerto Iradier. All these summits are nearly 1,200 metres high.

15. The Niefang-Micoméseng system, which extends from the northern frontier east of Micoméseng and southeast of Niefang to beyond the confluence of the rivers Benito and Nney. Its best known peaks are the Maya at one end and the "Chocolate" or Biboldindok, as the Pamue call it, and the Alén at the other; both within view of Niefang and forming a massive barrier which is crossed by the track leading from that place to Evinayong. Its highest summit is under 1,100 metres. Near the Ebebiyin track, close to Ayantang, it forms a narrow gorge, through which rushes the river Benito.

16. Towards the coast, forming the boundaries between the plain and the first peneplain, there are hills varying in height between 450 and 800 metres. The best known are Mount Raíces, up which the Ebebiyin track climbs, and the Mbomansok or Bombanyoko, 482 metres high, the most westerly peak.

17. The principal river is the Benito, known to the Pamue as Wolo, which drains almost three-fifths of the Territory. Its principal tributaries on the right are the Abia, the Binbili, the Momo and the Mongo or Mongolla and on the left another Abia, the Chiwo, the Nvuru, the Nney and the Mitong (mentum). The river Benito is navigable for medium-sized craft to a point some twenty kilometres from the sea, where the last of the Sene or Senye rapids are met with; its disadvantage, however, is that it has a very dangerous bar. It is also navigable for small craft for some 80 kilometres of its upper reaches, from the frontier (the port of Asoc) as far as the large bend it makes near Avinayong, where the great Masoc Rapids are situated. From that point as far as Sene it falls constantly from one level to another forming a number of rapids, cascades and cataracts, the largest of which is the Asoc-Bindeme cataract at some four or six hours' walk from Ayantang. On its tributary, the Nney, are the biggest falls in the province, which are situated almost at the confluence of the two rivers, and have a vertical drop of twenty to thirty metres.

18. The river Campo is only Spanish for the left half of the last part of its course. Its tributary, the Kié, forms a natural boundary with Gabon.

19. The Río Muni is an estuary into which flow a large number of less important rivers. They are all navigable where they cross the coastal plain and large-sized vessels can go up as far as Puerto Iradier and even beyond there into the interior. The most important rivers which flow into it are the Kaonwe, the Machani, the Etoki, the Tache, and the Mitemele or Utamboni.

20. Several rivers have their source in the southeast corner and flow into the Ogowe, an important river in Gabon.

21. The Biadive, Ubia, Utonde, Ukoko, Etembue and Ayé are lesser rivers but some stretches are navigable by small craft.

22. The different tribes in Río Muni are divided into two main groups: the Ndowe, including those inhabiting the coastal area (the Benga, the Bapuku, the Combe, etc.) and the Pamue. The latter include the inland tribes which in their turn are divided into two large and chiefly linguistic sub-groups, the Oac and the Ntum.

23. Until recently, nothing more useful in the way of minerals had been discovered than red haematite; rutile, in quantities too small to allow of its being worked; coal in very small quantities; and gold-bearing sand. A concession for this precious metal is worked in Kukumakok. Recently, there has been prospecting for titanium ores.

24. The zoological species found include some of the larger animals, such as elephant, crocodile, buffalo, hippopotamus, gorilla, chimpanzee and leopard. There are also numerous species of reptiles.

25. At approximately five kilometres from Bata is the international airport, which came into use in the year 1952. Its chief features are described elsewhere in this statement.

26. The capital of the province is the town of Bata; it has all the appearance of a modern town, with wide avenues and

streets lined with well-designed buildings. Among the most important buildings in Bata are the Government offices, the town hall, the offices of the Provincial Administration, the parish church, the school of arts and crafts, the general hospital, the Chamber of Agriculture, the clock tower, the Marine Department, the Labour and Industry Inspectorates, the Post Office, the Santo Angel de la Guarda Orphanage and the head offices of various commercial firms.

27. The island of Corisco which, according to the explorer Iradier, looks like a hide nailed down at the four corners is geologically composed of a "series of layers of marls, limestone and tertiary sandstone, mainly horizontal but with a four-degree dip to the southwest, which are probably resting on cretaceous formations". It is entirely surrounded by shallow reefs, some of which are permanently above water, which make its coasts extremely dangerous for navigation. It has a circumference of 17,790 metres; the longest straight line from north to south measures 5,830 metres and from east to west, 3,140 metres.

28. The indigenous inhabitants of Corisco, who belong to the "Benga" tribe, used to call it "Mangi" a name derived from a tree which grew in abundance on the island; but when the island was discovered, the name was changed to the one by which it is now known and which means "flash of light" or "lightning".

29. The terrain consists of a plain some 20 metres above sea level, furrowed by "small waterways and marshy lowlands". The beaches are of very fine white sand.

30. The gathering of coconuts is the main source of income of the people of Corisco, but their agriculture is not very highly developed; it may be said that it consists merely of subsistence farms and a few small coffee plantations.

31. The villages of Corisco have a very pleasant aspect owing to the elegance of the buildings, some of which are of cement and others of well-wrought wood. The elementary school, the medical clinic and the *Casa Mision* were built recently. The church is being built on the same site as the one which was destroyed by fire in 1942.

32. The Elobeyes are two small islands, with sandy soil and lush vegetation, separated by a shallow channel. They are situated at the entrance to the estuary of the Muni and are virtually flat.

33. Until the year 1930, the Deputy Government of Río Muni was established in Elobey Chico, but all the buildings which then existed are now abandoned and in ruins and the island has not been inhabited since, except that from time to time a few people appear to have made their homes there. "Elobey" comes from the word "elobi" which is the name of a tree which grows in those parts.

34. The geographical situation of Spanish Equatorial Africa is such that it has what is called a tropical climate, with certain variations depending on the particular characteristics of the location: altitude, proximity of mountain ranges, degree of deforestation, etc. The characteristics of this type of climate are the steadiness of the barometer, the regularity of the winds, the tornadoes or windstorms, the persistent humidity and the heavy rainfall. During the low-water season when the harmattan blows, which is the most uncomfortable time of the year, visibility is poor owing to the heat haze and the dust in the air slowly falls to earth and leaves yellow deposits on furniture and polished surfaces.

35. As a general rule, the maximum temperature in Río Muni is lower than in the island of Fernando Póo, as a result of which the climate is more temperate in that part of the region. Extreme shade temperatures in the two-year period 1958-1959 range in Santa Isabel between 34.0 and 17.0 degrees, and in Bata, between 32.6 and 15.0 degrees. It should be noted that the temperature of 35.3 degrees which prevailed in Santa Isabel on 8 February 1957 is the highest recorded in the last decade. What is known as the rainy season is characterized by frequent storms, after which visibility is so good that it is sometimes possible to see the island of Fernando Póo from Bata.

36. As for the gales called tornadoes or *turbonadas* which occur during the transition period from the dry to the rainy

season and *vice versa*, it should be noted that they are atmospheric disturbances of a local nature and variable direction. When they blow, they are generally accompanied by heavy showers, and while they prevail, the temperature and the atmospheric pressure fall.

37. The Government and administration of both Río Muni and Fernando Póo are similar to those of any other Spanish province, and although I shall be referring later in my statement to the province of Fernando Póo, everything which applies to Río Muni also applies to Fernando Póo. The Act of 30 July 1959 establishes the structure and the legal system of these equatorial provinces:

38. The provisions of Fernando Póo and Río Muni are divided into municipal districts administered by *Ayuntamientos* (town councils), to which the local *Juntas* (village councils) included in each municipal district are responsible. The Central Government has the authority to make any necessary changes in the administration of the provinces.

39. The two provinces are ruled by a Governor-General who represents the Central Government and is responsible to it.

40. He is assisted by a General Secretary, who deputizes for him in case of absence or illness and is the immediate head of all services in both provinces, with the exception of the judicial and military.

41. A civil Governor shall be appointed for each province and shall be responsible to the Governor-General and, for matters within his competence, to the General Secretary.

42. The functions of the Governor-General shall be exercised by the number of Government delegates deemed necessary.

43. The powers and responsibilities of these authorities delegated by the Central Government and their relative competence and fields of activity shall be in conformity with the usual functions and duties of Governors, subject only to the particular circumstances of each province.

44. The appointment and termination of appointment of the Governor-General, the General Secretary and the Civil Governors are effected by Decree.

45. Each province has a *Diputación provincial* whose powers are defined in the Local Government Act (*Ley de Régimen Local*). They also perform social welfare duties which used to be carried out by similar bodies.

46. The *Diputación provincial* is a representative body whose membership is determined in accordance with the regulations enacted for that purpose.

47. These principles have been embodied in a number of provisions, but I should like to draw attention to the municipal elections held in this equatorial region during the first half of June 1960. From the moment preparation of the electoral machinery was started, it became evident that there would be no lack of co-operation and support. In the gay and populous city of Santa Isabel, the prop and mainstay of Fernando Póo, as well as in the flourishing city of Bata, capital of Río Muni, there was a coming and going, a veritable flood, of candidates and electoral propaganda at every street corner and arcade, and in the attractive and breezy towns of both provinces, there was an atmosphere of enthusiasm and bustle like that of the capital cities which demonstrated the political maturity of the inhabitants. In Annobón, too, the day was characterized by lively interest in the elections and the percentages of votes cast.

48. I shall give a brief and concise account of the progress and results of those elections.

49. A total of 248 candidates stood for election to councils as family group representatives, which in itself indicated the interest aroused by the elections among all social classes: in the province of Fernando Póo, there were 25 candidates for councillor for Santa Isabel; 14 for San Carlos; 26 for San Fernando and 14 for Annobón. In the province of Río Muni, there were 9 candidates for Acureman; 23 for Bata; 15 for Ebebiyin; 15 for Ebinayong; 43 for Micomeseng; 10 for Mongomo; 9 for Nsore; 12 for Puerto Iradie; 11 for Río Benito; 12 for Sevilla de Niefang and 9 for Valladolid de los Bimbiles. The figures themselves are so eloquent as to require no further comment. Electioneering in the electoral

districts was so intense and effective that the number of candidates who stood for election in all districts far exceeded the posts to be filled.

50. The elections took place on the first Sunday of June with a great rush of voters who besieged the 207 electoral colleges set up in the two provinces from the early hours, and it was obvious from the first ballots that there had been a large turnout. For example, in Santa Isabel, 88 per cent of those on the electoral roll voted; in San Carlos, 80 per cent, and in San Fernando and Annobón, over 60 per cent of the voters cast ballots. In the electoral districts of Río Muni, Sevilla de Niefang came out first, all the registered voters there having cast their ballots, followed by Acureman, with 98 per cent; Ebebiyin, with 97 per cent; Puerto Iradier, with 91 per cent; Valladolid de los Bimbiles and Mongomo, with 90 per cent; Bata, with 85 per cent; and Río Benito with 81 per cent.

51. At the close of the first election day, during which there had not been the slightest unpleasant incident, the polling officers reported the following results of the voting for members of the various town councils (*Ayuntamientos*):

52. In Santa Isabel, Mr. Wilwardo Jones Niger received 1,995 votes; Mr. Florentino Vivancos 1,966; Mr. Manuel Gallego 1,923; Mr. Gustavo Watson 1,883 and Mr. Fernando Asensio 1,538. In San Carlos, Mr. Amondo Ligere received 1,203 votes; Mr. Miguel Sendros 1,073; Mr. Evencio Alonso 937 and Mr. Jose Maria Elorriaga 858.

53. In the sister province of Río Muni, the following were elected as Councillors representing family groups: in Bata, Mr. Pedro Lumu, with 3,569 votes; Mr. Ricardo Granados, with 3,314; Mr. Faustino Epalepale, 3,195; Mr. Alfonso Mamendji, 2,959, and Mr. Alfonso Nguema, 2,673. In Río Benito, Mr. Martin Eguoro secured 1,623 votes; Mr. Apolinar Nsue 1,453; Mr. Jorge Bihitue 1,276 and Mr. Carlos Ndongo 1,053. In Puerto Iradier Mr. Pedro Jose Obiang, Mr. Damaso R. Sima, Mr. Fernando Ndongo and Mr. Francisco Beule were elected. In Sevilla de Niefang, Mr. Luis Ondo received 2,385 votes; Mr. Pascual Ondo 1,292; Mr. Sebastian Nsue 1,210 and Mr. Mariano Asumo 1,117. In Valladolid de los Bimbiles, Jose Mañana Ela secured 2,021 votes; Mr. Manuel Esono, 1,076; Mr. Rosendo Ela 1,351. In Ebebiyin, Mr. Antonia Ela obtained 3,508 votes; Mr. Cosme Nsue 1,959; Mr. Baldomero Martinez 1,724; Mr. Isidoro Abaga 1,538 and Mr. Jose Nsue 1,021. Lastly, in Micomeseng, Mr. Salvador Aloba was elected by 2,423 votes; Mr. Leoncio Nguema by 1,199 votes; Mr. Manuel Ecoro by 809; Mr. Gabriel Balinga by 760 and Mr. Juan Abeso by 558.

54. The following Sunday, the electoral delegates chosen for that purpose elected the councillors to represent professional, economic and cultural organizations. The undermentioned persons, elected by secret ballot, together with those representing family groups, will constitute the membership of the town councils (*Ayuntamientos*), in which full confidence for the administration of the region has been placed in advance.

55. In Santa Isabel: Mr. Alfonso de las Casas, Mr. Mauricio Bocari, Mr. Fermin Bohoco, Mr. Jose Estrada and Mr. Jaime Rofes. In San Fernando: Mr. Alberto Nbulá, Mr. Pedro Meye and Mr. Alejandro Nbuña. In San Carlos: Mr. Aniceto Ariago, Mr. Pablo A. Governa, Mr. Mariano Ebriday, Mr. Antonio Nome; and in Bata, Mr. Rafael Blasco, Mr. Crisanto Garcia and Mr. Jose Millan Lopez.

56. In October 1960, elections were also held for representatives of the provinces to serve as deputies to the Spanish Parliament—three for Río Muni and three for Fernando Póo. In addition, the Mayors who preside over the town councils of Santa Isabel and Bata are deputies by virtue of their position on the City Council (*Comistorio*). I shall give a few biographical details concerning these deputies.

57. Mr. Felipe Esono Nsue has been the beloved and respected chief of the Oyec tribe for over twenty years. He is married and the father of four children, in the prime of life, about 44 years old, and he has the same affectionate regard for his family as for his friends and acquaintances; he has no enemies. He normally lives in the little town of Esong in the

municipal district of Evinayong and was elected a member of its town council in the last elections. He was educated by the missionaries of San Jose de Evinayong and his election as a deputy has been a source of profound satisfaction to those who have only praise for the honesty and moral fibre of their elected representative.

58. Mr. Fernando Martorell is one of the best known people in the economic and social life of Río Muni. He is a farmer and the son of a farmer, having inherited from his father the coffee plantations which he has been tending since he was a youth. He has almost always held executive posts and was president of the Official Chamber of Agriculture and Forestry of Río Muni, and much of the urban development of Bata was carried out during the various periods when he was president of the Citizens Council, from which post he rose to the presidency of the Town Council when the former body was superseded by the latter; in the home, he is a good father.

59. Mr. Wilwardo Jones Niger is a member of one of the oldest established families of Fernando Póo. He has at various times been chosen as a director of the Official Chamber of Agriculture and Forestry and was an almost permanent member of the defunct Citizens Council, which he represented at the Hispano-American and Philippine Congress of Mayors held at Lisbon. He was elected councillor by the electorate of Santa Isabel and is mayor of that city. It is in that capacity that he will occupy a seat in the Spanish Parliament as a deputy.

60. According to the census of 31 December 1950—the operations of the 1960 census are not yet completed—the Province of Río Muni had a *de facto* population of 156,785, and a *de jure* population of 169,080. This means a population density of 5.6. I think it would be appropriate at this point for me to mention also the population of Fernando Póo, which on the above-mentioned date had a *de facto* population of 41,878 and a *de jure* population of 26,969, so that the total for the two provinces amounts to a *de facto* population of 198,663 and a *de jure* population of 196,049. I am mentioning the two provinces together at this stage because the population estimate for the period 1951-1959 was based on joint projections, which indicated a total figure of 216,677 at the end of 1959. According to the estimates of the National Statistical Institute, the total population of the Spanish Equatorial region, as on 31 December 1960, would be in excess of 218,000, in other words, it would show an increase of at least 10 per cent with respect to the 1950 figure.

61. The Statistical Institute will verify the accuracy of its projections in due course, once the census operations are completed. Only yesterday I received some information concerning the latest published statistical data: these show that the Province of Fernando Póo has a population of 60,000 and the Province of Río Muni 166,000. Both these figures are approximate. The natural movement of the population is arrived at from the entries in the civil registers and is most favourable.

62. The basic crops are coffee, cacao and palm oil. There are various experimental farms in Evinayong. In Río Muni, the main crops are tropical. In 1958-1959 the production of cacao in Río Muni was 711 tons; coffee production in 1959 amounted to 4,334 tons. The average commercial or dockside price of coffee in 1959 was 55 pesetas per kg. Under the Order of 2 February 1955, the price of coffee is not controlled. Yucca, too, is cultivated; the yucca grown for export, for industrial uses, is found in Río Muni, where it is a favourite crop of the Pamue.

63. All exploitation of forestry resources is subject to strict controls, with a view to the protection of the various species. It is practised in the regions of Bata, Cogo, Río Benito and Sevilla de Niefang. The number of timber-yielding species amounts to 122, of which thirty-six are very common, fifty-one moderately common and thirty-five fairly rare. In 1959 some 169,930 tons of timber were exported. The timber undertakings have their own railway systems; they also use river and maritime transport and of course all the necessary equipment such as tractors, lorries, etc.

64. Livestock production is not enough to meet the local demand and it is necessary to increase the supply by importing live and slaughtered animals.



65. The possession of cattle in the low-lying regions is prohibited by the health laws as the most effective way of preventing the spread of tripanosomiasis, or sleeping-sickness.

66. There is not much cattle-breeding but sheep-breeding is practised extensively: there are 20,980 head of sheep, 4,651 goats and 9,441 pigs. There are also large numbers of domestic fowl.

67. In Río Muni, there is a partial reserve in the forest of Monte Alén; in the forest of Monte Raíces hunting is absolutely prohibited.

68. In 1959 the fish production of Bata was 61,847 kg; of Río Benito, 2,564 kg; and of Puerto Iradier, 167,791 kg.

69. There are twenty-three post offices and seven radio-telegraph offices; there is a radio-telephone service between Fernando Póo and the continent, and a telephone service in Santa Isabel and San Carlos, in Fernando Póo, and in Bata, in the Continental District.

70. The system of health services may be said to be divided into four groups: the first consists of the technical secretariat, which is responsible for all administration and for the pharmaceutical laboratories; the second is the Institute of Hygiene, which has a large number of subsidiary services (laboratories, medical school, child health, maternity, statistics, etc.); the third consists of the health section responsible for the campaign against endemic diseases (anti-malaria, anti-tuberculosis, campaigns, etc.); and the last group consists of the hospitals, which also provide such specialized services as surgery, electrology, radiology, etc.

71. All health centres are in direct and continual contact with the provincial Health Department, to which they report on the work they are doing and from which they receive instructions and directives.

72. In 1958 the medical staff consisted of a medical director, twenty-seven doctors (including four surgeons), five pharmacists, twenty-three interns, thirty-eight nursing nuns, 139 medical assistants and 179 male nurses.

73. The campaign against local endemic diseases has been outstanding; for example, leprosy is no longer a danger and there has been a considerable decrease in the incidence of malaria as a result of drainage work and the lavish distribution of anti-malaria preparations.

74. Mention must also be made of certain specialized health services, such as the official maternity services, which have brought about a significant decline in the number of still births. Special attention has also been given to child health: a number of dispensaries have been opened in recent years and an institution called "*Gota de Leche*" was established to provide milk products for any mothers who need them.

75. We must also mention the efforts made to improve surgical facilities. The hospitals of Santa Isabel and Bata already have the latest equipment, and an ambulance service is available for rapid transport to the hospitals from the farthest corners of the territories.

76. In 1959 the hospitals of the Province treated 22,720 patients; 1,182 operations were performed at the Bata hospital in 1958 and 1,117 in 1959. In 1959 2,792 women were treated in the maternity centres of the Province and 624 children were treated at the Bata children's dispensary alone, while 3,871 people received dental treatment at Bata.

77. The state schools are classified as elementary and primary schools.

78. The elementary schools are spread throughout the territory and are run by certificated teachers trained at the Santa Isabel College.

79. The primary schools are in charge of certificated teachers trained in the teacher-training schools of the Peninsula.

80. There is a five-hour school day, and the school year begins on 16 February and ends on 15 December.

81. Pupils attend elementary school up to the age of twelve years.

82. The number of schools is adequate and is proportionately much greater in the Spanish Provinces than in the neighbouring territories.

83. Finally, there are schools for adults and evening courses in domestic science.

84. Secondary education: The *Patronato de Enseñanza Media* provides courses for the *Bachillerato*, at the end of which a qualifying examination is given by a board of university professors.

85. The teaching staff is composed mainly of doctors or university graduates in the sciences, philosophy and letters.

86. The courses are given in a two-storey building, occupying an area of 1,400 square metres, set in spacious grounds and equipped with all the necessary teaching material.

87. Higher education: the Institute of Higher Education trains teachers and civil servants.

88. When an indigenous inhabitant passes the entrance examination for this institute the State defrays all his expenses (maintenance, clothing, books, etc.) and if he passes the qualifying examination after five years of study as a boarding student, he is automatically appointed to an appropriate official post.

89. Vocational and technical education: there is an agricultural training school headed by an agronomist, a medical school, and schools of arts and crafts.

90. Students who demonstrate the necessary ability receive grants to enable them to continue their studies and obtain the degree they desire at universities or institutes of higher education in the Peninsula.

91. In 1959 there was a total of eighty-four schools in Río Muni, comprising seventy-seven elementary schools and seven primary schools, staffed by 208 teachers and assistants.

92. In 1959, 7,588 pupils were enrolled; the total number of pupils was 15,049 in the elementary schools and 772 in the primary schools.

93. The Cardinal Cisneros Institute of Secondary Education had 239 pupils in 1959.

94. Mention must be made here of the School of Agriculture, opened on 17 October 1955, which had twenty pupils in 1959, and of the School of Arts and Crafts at Bata, with 150 pupils.

95. To these figures must be added those relating to private education, such as the schools of the missionary fathers, *Hijos del Corazón de María*, which had 1,577 pupils in 1959, and the mission schools operated by the nuns of the Immaculate Conception, which were attended by 1,375 girls in 1959.

96. The Santa Isabel broadcasting station is the official station and the oldest one in operation. It broadcasts three times a day, for a total of six hours, on working days, and twice a day, for a total of four and a half hours on holidays. In 1954 it broadcast for a total of 2,112 hours, the programmes including news bulletins, music, foreign-language broadcasts and so forth.

97. *Radio Ecuatorial* at Bata began operating in December 1953 and is heard mainly in continental Spanish Guinea. It broadcasts twice a day, for a total of six hours, seven days a week. In 1954 it broadcast for a total of 1,095 hours.

98. Radio Papaya is a small privately owned broadcasting station at Santa Isabel, which broadcasts at times when the official station is silent. Its range is local and its programmes mainly music.

99. The following publications exist: *Ebano*, daily paper published at Santa Isabel; *Potopoto*, a weekly published at Bata; *Bantú*, a magazine published at Santa Isabel; *La Guinea Española*, the organ of the Catholic Mission; *Ager*, the organ of the Department of Agriculture, which uses it to provide technical instruction in agriculture and to report the results of experiments; the *Boletín de la Delegación de Trabajo*, which gives information on all labour activity in the Province (the statistical section contains graphs and the more informative part is illustrated); and the *Boletín Oficial de los Territorios*, the fortnightly organ of the Governor-General's Office, in which all official notices appear.

100. Justice is administered by the *Tríbulnales de demarcación* and the District Courts, by district judges and by the Indigenous High Court. The courts are completely independent of the government authorities and observe all legal guarantees in

their proceedings. Corporal punishment has always been completely forbidden. There are penitentiary institutions, whose inmates serve their sentences under a system of moderate labour. There are also juvenile courts and correctional institutions.

101. Cases of cannibalism and poisoning have disappeared; there were formerly several such cases through the influx of the Ebu and Embueta tribes, who now have no settlements. There has been no appreciable drop in the number of offences against property and morals.

102. The Spanish Provinces in the Equatorial Region come under the ecclesiastical authority of the Apostolic Vicariate of Fernando Póo.

103. Missionary work in those Provinces is the responsibility of the Congregation of Missionary Fathers known as *Hijos del Corazón de María*, an order which was founded in the city of Vich, in Barcelona Province, by Sanit Antonio María Claret.

104. The number of indigenous inhabitants who profess the Roman Catholic religion is now estimated at about 181,000, which is clear evidence of the splendid work these missionary fathers have done in the Provinces of Fernando Póo and Río Muni in spite of the great obstacles they have had, and still have, to overcome and the discomforts of continual travel in the tropical climate.

105. Since 1885 the Nuns of the Immaculate Conception have also been established in these Provinces. They are in charge of various charitable, medical and educational institutions, in all of which they perform the most praiseworthy work.

106. In 1950 the Nuns of Jesús María founded a residence at Ebebiyín, in the Province of Río Muni, in order to devote themselves to education, and in particular to the organization known as "Sigsa". This is a school of preparation for marriage, where indigenous women are trained in household tasks and skills.

107. Recently the *Hermanos de la Doctrina Cristiana* arrived at Bata to take over the management of the School of Arts and Crafts, which is housed in a magnificent building that was constructed recently and solemnly dedicated on 15 February 1959.

108. Missionary work is performed also by the secular clergy, assisted by twelve indigenous priests who began their ecclesiastical training at the Seminary of Banapá (Fernando Póo).

109. The provincial budget approved for the financial year 1960 amounted to 310,271,000 pesetas. In 1959 it was 198,356,000 pesetas.

110. The major item of expenditure is that on public works, which account for 48 per cent, or 96,673,000 pesetas. The next largest item is the health service, with 24,910,000 pesetas.

111. The following are the 1959 external trade figures for the whole Province: imports, 818,944,000 pesetas; exports, 1,131,805,000 pesetas. The Fernando Póo imports amounted to 538,910,000 pesetas and its exports to 628,919,000 pesetas. The import and export figures for Río Muni were 280,034,000 pesetas and 502,886,000 pesetas respectively.

112. In 1959, 101,974 tons of goods were imported, 88,382 tons from the Peninsula and 13,592 from abroad. Exports amounted to 269,735 tons, 245,506 tons to the Peninsula and 24,229 to foreign countries. The main exports to the Peninsula were cacao, coffee, coconuts, timber, palm kernels and yucca; the goods exported abroad were fresh bananas, cacao and timber. The goods imported from the Peninsula were fuels, cement, chemicals, including insecticides, all kinds of metals and metal goods, bricks, glazed tiles and similar objects, wines and liquors, and such foodstuffs as rice, jam, wheat flour and dried fish. Imports from abroad were cement, cars and lorries, tractors and their parts, metals and chemicals.

#### FERNANDO PÓO

113. Fernando Póo is an island of 2,071 square kilometres situated in the Bight of Biafra, in the centre of the Gulf of Guinea, at a mean latitude of 3° 30' North and a mean longitude of 14° 54' East. It is in the form of an irregular parallelogram

running from north to south. Its general topography is simple: there is a large volcanic cone 2,800 metres high, which is the summit of Santa Isabel, with small secondary volcanos and a great volcanic range to the south, the highest point of which is the summit of Moka, 1,870 metres high. The two massifs are separated by a depression at an altitude of 700 metres which traverses the narrow part of the island from the Bay of San Carlos to the Bay of Concepción. The coast is steep, with shallow inlets, and about 200 kilometres in length; it is difficult to land on the southern coast. On the north coast, however, which is of moderate height, there is the Bay of Santa Isabel, which has a magnificent harbour.

114. There are many rivers, but they are of small volume and short course because of the peculiar configuration of the land. Some rivers flow into craters, forming lakes, such as that at Moka, at 1,790 metres above sea level.

115. The island of Annobón, which is also part of the Province of Fernando Póo, was formed by the accumulation of volcanic material and is the only Spanish territory in the southern hemisphere, being situated at latitude 1° 25' South. It is 17 square kilometres in area. The ground is steep and rugged, which makes it very difficult to cultivate; nevertheless, the island exports coffee, cacao, palm kernels and other products, though in small quantities.

116. It is generally acknowledged that the island was populated after its discovery in 1471. The census of 31 December 1950 showed it to have 1,403 inhabitants, with a density of 83 inhabitants per square kilometre.

117. Although Annobón is very small, it has a number of relatively high points, such as the Pico del Fuego, 395 metres, the Quivoco, 600 metres, and the Santamina, 750 metres. The most important geographical feature of the island is the lagoon of Mazafim, which is 2,755 metres in circumference.

118. Apart from agriculture, the main activity of the inhabitants of Annobón is fishing. They have a remarkable way of catching the large cetaceans, which they fearlessly pursue in their small boats, whence they harpoon them.

119. The island of Fernando Póo and the island of Annobón together form the Province of Fernando Póo, with a total area of 2,034 square kilometres and a population of 41,878.

120. The original settlers on the island are the Bubi. Their origin is unknown. As Fernando Póo is a volcanic island of indeterminate age, it is certain that it must have been uninhabited for a long period.

121. Besides the Bubi, there is a foreign element in Fernando Póo, for the Bubi are too few to supply all the labour needed in the island, whose constant agricultural and industrial progress requires a greater labour force. Hence the Bubi account for only 30 per cent of the inhabitants of the island.

122. The capital of Fernando Póo is the city of Santa Isabel. It is built on a wide coastal plain which runs along the Bay of Santa Isabel and offers the population all the advantages that modern town-planning can provide. At the last census, Santa Isabel had a population of 11,098. The roadstead of Santa Isabel forms a sheltered natural harbour as one could hope to find on these coasts and it has been improved by man through the building of wharfs and breakwaters.

123. Other towns worth mentioning are San Carlos and Concepción. San Carlos, in the bay of that name, is a good port for agricultural exports. The other centres of population are small towns occupied by farmers and tradesmen.

124. The island's agriculture was originally confined to the growing of cacao. Later, at a time when the cacao plantations were passing through a severe crisis, they had to be planted with different crops, and coffee was introduced. Other crops are bananas, coconuts, cinnamon, vanilla, pepper, honey, palm kernels and cane alcohol. The island also produces rubber-bearing latex which comes from the hevea, a tropical plant found in large quantities in the enclosures on the cacao estates. Horticulture prospers, particularly in the highlands of Moka. The area of the island which can be cultivated for tropical plants amounts to about 90,000 hectares.

125. The main crop is cacao. In 1958-1959, 20,790 tons were produced.

126. Not only does the present production of cacao supply the needs of the national market, but it is possible to export part of the crop to foreign countries. These exports are, however, decreasing owing to the increase in domestic requirements.

127. Coffee, on the other hand, is passing through a period of stability for various reasons, one of which is the regeneration of several plantations in order to produce coffee of a higher commercial quality.

128. Although this crop is, of course, of much less value, exports of fresh bananas were started in 1953, with the result that this crop has acquired greater importance. The value of banana exports was 39.2 million pesetas in 1959 and the volume was 14,379.9 tons.

129. The work done in the highlands of Moka deserves mention, not for its value in pesetas, but because of what it means to the population. The Moka Valley Co-operative has been set up, its main crop being potatoes.

130. There are also two experimental farms, one in Santa Isabel and the other in Musola, for the cultivation of tropical crops.

131. We should also mention here that the Chamber of Agriculture of Fernando Póo, which is run on co-operative lines, distributes several thousand tons of fertilizers and insecticides every year. Without going into full details we may mention that in 1958 the Chamber of Agriculture distributed 3,443,740 kg of copper sulphate, 2,359,800 kg of lime, 1,176,500 kg of ammonium sulphate and similar amounts of other fertilizers.

132. Several thousand hectares of land are also being cultivated as collective property. This land was granted in accordance with the provisions of the Act of 4 May 1948, under which such land cannot be sold or seized and enjoys the same benefits as those granted to the *Consejos de Vecinos*. Such land belongs to the natives of the village.

133. The only place where stock-breeding is firmly established is in the highlands of Moka. An extensive clearing operation was carried out there and the original vegetation was replaced by grass, which affords abundant pasture. It is mainly bovine cattle that are bred there. The cattle live in the open air and have become perfectly acclimatized.

134. The largest establishment in this region is known as Potrero de Moka. According to the last census, taken in 1959, there were 3,015 head of cattle. They are bred for consumption in the island, but they are insufficient for the needs and zebu have to be imported from neighbouring colonies. As horses are needed for work, there is also some horse-breeding; in 1959 there were 121 horses. The cattle in the region do not seem to be subject to any particular disease. There are no cattle worth mentioning outside Moka. There is, however, much domestic poultry.

135. Fishing can hardly be said to be an industry or a section of the economy of any importance. At Santa Isabel, however, the catch of fish amounted to 155,055 kg in 1956, 203,583 kg in 1957, 362,179 kg in 1958 and 484,657 kg in 1959.

136. The latest information shows that the island has a favourable balance of external trade. Thus, according to the figures for the year 1959, the island exported merchandise to the value of 628,919,000 pesetas, while imports amounted to 538,910,000 pesetas. The principal exports were, of course, coffee, cacao and bananas. The number of products exported was fairly limited in contrast to the great variety of goods imported, which, to mention only the most important, included construction materials (iron, cement, bricks, tiles), canned goods, motor vehicles, agricultural machinery, fuels and tools.

137. The establishment in 1942 of an Inspectorate of Industries, with its headquarters in Santa Isabel and a staff including a chief industrial engineer, a number of expert industrial designers and some indigenous assistants, provided a stimulus for the industrialization of the island. In the five-year period from 1953 to 1957 thermal power stations, hydroelectric plants, factories for the production of soap and cocoa-butter and the extraction of palm oil, an oil refinery, a brick and tile works, various machine-driven sawmills and cold storage plants were built. The ownership of many of these industries was granted

to the *Consejo de Vecinos*. Particular emphasis has been placed on electric power stations, four such stations having been constructed in recent years. In 1958 the town of Santa Isabel consumed 1,929,283 kilowatt hours. There are also small electric power stations serving villages and agricultural co-operatives.

138. We must also give some figures relating to the construction industry.

139. Statistics show that in the town of Santa Isabel, thirty-four dwellings were built in 1956 at a cost of 14,244,655 pesetas; in 1957, 119 dwellings, at a cost of 27,717,959 pesetas; and in 1958, 104 dwellings, at a cost of 30,741,961 pesetas. In the light of the fact that, as we have seen, this town has a population of 11,098, it will be appreciated that the rate of construction is very high.

140. All the present highways in the island start from Santa Isabel, with a series of branch roads and short side-roads branching off from the main highways. The most important highways are those between Santa Isabel and Concepción and between Santa Isabel and San Carlos.

141. In transport, shipping and air transport are the most important items. Shipping has increased considerably in recent years because, among other reasons, some transatlantic commercial shipping lines have made Santa Isabel a regular port of call. Consequently, care has been taken to maintain and improve the port. For example, a new dock, consisting of a wharf covering an area of 23,858.18 square metres, with a broad approach road, was put into service in 1956. In addition, new electric cranes have been acquired and new commercial warehouses constructed. In contrast to the situation of Santa Isabel, the Bays of San Carlos and Concepción are more open; hence many ships anchor in the roads, making use of lighters for their loading and unloading operations.

142. In 1956, there were 225 arrivals of ships and 223 departures; in 1957, 220 and 222; in 1958 the number of in-coming and out-going ships was the same i.e., 176; and again in 1959 there were the same number of arrivals as departures, i.e., 152.

143. Merchandise imported through the port of Santa Isabel in 1958 amounted to 75,000 tons and exports totalled 36,700 tons.

144. The volume of air traffic is constantly increasing and Santa Isabel has a modern airport. There is a small installation in Moka serving small aircraft flying between different parts of the Province.

145. In 1959, 2,130 passengers arrived and 1,892 departed.

146. Passenger airlines operate between Santa Isabel and Bata, where there is a connexion to Madrid; between Santa Isabel and São Tomé, and between Santa Isabel and Douala.

147. We shall now consider social, educational and health conditions in the island.

148. In order to bring about the gradual but steady advancement of the indigenous inhabitants it has been necessary to establish organizations which would protect their particular interests, raise their level of living and promote their smooth and gradual transition to a state of civilization. Moreover, it was also necessary to protect them from foreigners. It was with that end in view that the *Patronato de Indígenas*, which has now concluded its work, was set up on a temporary basis. The *Patronato* performed its task in the island with remarkable efficiency. It ran orphanages, promoted and encouraged house-building and the urbanization of new communities by establishing towns and removing the indigenous inhabitants from undesirable districts; it co-operated with the educational service in constructing schools and awarding grants, prizes and scholarships for higher education; it assisted the public health service by constructing several hospitals and an extensive network of dispensaries in the most isolated areas of the island; it encouraged the development of family life by granting loans for marriage and for housing etc. Through experts, which it provided free of charge, it conducted inspections, made reports and carried out work assigned to rationalize and improve agriculture; it promoted, organized and directed agricultural co-operatives which enabled farmers to obtain the resources they needed for cultivating their farms and improving and marketing their crops, thus sparing them the disadvantages



inherent in weak economies and relieving them of the need to resort to borrowing and renting arrangements. It gave land to the inhabitants of the island free of charge—two concessions, each of 2,000 hectares, were granted recently—and brought about the formation of collective farms in anticipation of population increases. As a result of all these policies, the indigenous inhabitants of the Province have been freed from the need to work for others.

149. I wish to enlarge upon this part of my statement in order to clear up a misapprehension on the part of the Liberian representative with regard to the existence of discrimination and the distinction made between the emancipated and the non-emancipated inhabitants. The system to which I have just referred performed a historical function and was abolished. The judicial organization and system, both in Fernando Póo and Río Muni, are now governed by the Act of 30 July 1959, which embodies the legal principle of equality and states, in article 2, that the judicial system, both civil and criminal, in the two Provinces shall be consistent with the directives laid down in the Fundamental Laws and the ordinary legislation valid throughout the national territory.

150. The labour system is governed mainly by two Ordinances: that of 3 December 1947 and that of 9 November 1953. Not only do these ordinances provide for a working day of no more than six hours and an adequate wage, but they also require business concerns to provide their workers with adequate housing, recreational and cultural facilities, medical assistance and medicaments etc., all without cost to the worker. A broad compulsory insurance scheme against labour accidents has been established. As we said earlier, however, there are very few indigenous inhabitants who wish to work for wages, largely because of the agricultural policy which has been carried out.

151. I should like to point out that there are 3,800 rural holdings owned by indigenous inhabitants in Fernando Póo and 3,500 in Río Muni. Town properties owned by indigenous inhabitants amount to 5,000 in Fernando Póo and 40,000 in Río Muni.

152. There has also been intensive activity in the matter of education. Elementary, primary, intermediate and higher education are provided in the island. Elementary education is in the hands of certificated teachers trained at the Santa Isabel Institute of Higher Education. Primary education is given by certificated teachers trained at the teacher-training schools in the Peninsula. I shall not go into details of the organization of the educational system in the island since it is the same as the system in Río Muni, which I have already described. I shall merely give some figures relating specifically to Fernando Póo.

153. In 1959 there were twenty-six elementary schools and six primary schools in Fernando Póo, or a total of thirty-two scholastic institutions. In the same year, 2,458 pupils were enrolled in the elementary schools, to which figure must be added the 219 pupils enrolled in 1959 in the three elementary schools in the island of Annobón. The total school enrolment in Fernando Póo was 2,909. In 1959 there were 185 pupils enrolled in the primary schools, 496 having sat for the primary school certificate, of whom 187 passed and 309 failed.

154. In the year 1959, there were twenty-nine State schools in the island, comprising twenty-three elementary schools and six primary schools. In Santa Isabel there is also an institute of higher education for training the future teachers and Government officials of the Province.

155. I should also mention that at Banapá there is a seminary with some forty pupils.

156. All these institutions I have mentioned have been established for the indigenous inhabitants.

157. I must not fail to mention, within the general educational picture of the island, the Santa Isabel Public Library which is run by an official of the professional association of archivists, librarians and archaeologists with the assistance of a large staff, some from the Peninsula and some indigenous. The Library serves every corner of the island through small travelling branches and the direct loan of books by post to persons requesting them.

158. Seven periodicals are published at Santa Isabel, all of them, with the exception of the newspaper *Ebano*, being monthly or fortnightly publications. There is also a broadcasting station at Santa Isabel which operates on a frequency of 7,160 kilocycles and broadcasts for seven hours a day.

159. The island's health service is administered jointly with that of Río Muni and for that reason I shall not describe it in detail but shall merely give some figures relating to the island.

160. At Santa Isabel there is a first-class hospital with 250 beds and at San Carlos a second-class hospital with 105 beds. In the Santa Isabel hospital 11,761 patients were cared for in 1956, 14,974 in 1957 and 16,077 in 1958. During the same years 6,605, 8,148 and 10,622 patients respectively were treated in the San Carlos Hospital. The Santa Isabel hospital carried out 112,751 blood tests in 1956, 120,122 in 1957 and 134,767 in 1958. In the San Carlos hospital 24,703 surgical operations were performed in 1956, 29,544 in 1957 and 40,083 in 1959; the corresponding figures for the Santa Isabel hospital for the same years were 1,754, 1,388 and 1,527. At Santa Isabel 1,982 children were treated in child-welfare clinics in 1956, 2,772 in 1957 and 1,576 in 1958.

161. There were 8,743 patients treated in dental clinics at Santa Isabel in 1956, 7,542 in 1957 and 3,437 in 1959.

162. The administration of justice is similar to that in Río Muni. In the year 1956, 2,152 persons were taken into custody, the greatest number of convictions being for offences against law and order (547); in 1957, 2,169 people were arrested, 668 of them for offences against law and order. In 1956 proceedings were instituted in the case of four minor offences and fourteen major offences. There were 456 civil suits in 1956 and 398 in 1957. There were 308 inmates in the Santa Isabel prison in 1956 and 264 in 1957.

163. I should like to point out to the Committee that all the social, insurance and labour legislation and the aggregate of laws and decrees on that vast subject apply to the Provinces of Fernando Póo and Río Muni. Moreover, the Act of 30 July 1959, to which I have already referred, reaffirms the application to the Provinces of Fernando Póo and Río Muni, in both the civil and the criminal field, of the provisions laid down in the Fundamental Laws and the ordinary legislation governing the Peninsula. It is expressly stated in article 2 that the laws, decrees, orders and other provisions, whether of a general or a particular character, will be automatically applied to Fernando Póo and Río Muni within twenty days of their publication in the Official Bulletin of the State.

164. It is also stated that the organization of the various administrative services will follow the general pattern of the other Spanish Provinces. It is recognized, furthermore, that the Provinces of Fernando Póo and Río Muni have, as we have seen, the same rights of representation in the Spanish Parliament and in other organs as have the other Spanish Provinces.

165. Similarly, the organization of the judiciary will be in line with the usual Spanish system.

166. Article 6 specifies that the labour system in force in the two Provinces will make provision for social insurance, co-operation and mutual aid and will put into effect the other principles set forth in the labour legislation.

167. The local and municipal financial system, too, will be governed by the rules laid down in the Peninsula.

168. In view of the foregoing considerations, and bearing in mind that these Provinces have no individual and distinct legislation differing from that of the other Spanish Provinces of the Peninsula, we have not mentioned them in our statement but have merely quoted some statistics relating to various aspects of these matters, without going into the organization and legislative enactments governing them.

#### SPANISH SAHARA

169. The Spanish Sahara Province covers an area of 280,000 square kilometres. It is bounded on the north by Morocco, on the east and south by Mauritania, except for a few kilometres in the east where it is bounded by Algeria, and on the west where it is bounded by the Atlantic ocean.

170. It has only 30,000 inhabitants and is consequently a semi-inhabited country, with a population density of only .2, that is to say, of little more than one inhabitant per ten square kilometres.

171. The Sahara Province is not an immense level plain as is generally believed but is frequently broken by high ground although this seldom exceeds 500 metres.

172. To all intents and purposes Spanish Sahara has no system of waterways. What rivers there are are dry beds through which water very seldom runs; they flow torrentially only at the time of the rains. Among these dried-up rivers the largest is the Saguia-el-Hamra which gives its name to the northern zone.

173. The climate in the Sahara, as its name suggests, is that of an arid country, the chief features of which are the dryness of the atmosphere and the lack of rainfall; the latter is usually sporadic and in most cases torrential. Towards the coast and the adjacent plains, precipitation may at times take the form of a drizzle like thick damp fog, while in the interior the rains are almost always in the nature of storms and as already indicated are of irregular occurrence. The wind, which nearly always blows with great violence, is another of the characteristic features of the climate. There is little variety in temperature throughout the year. The daily temperature curve is fairly accentuated on account of the great contrast between day and night temperatures; the mean temperature varies from 15.6 degrees in January to 20.8 in August and September; the annual average is 17.9 degrees.

174. Unlike the plains which in some countries are called steppes, in others tundra or paramos, and where there is a modicum of production, our desert is almost completely arid and therefore infertile, since no account can be taken of its few small *graras* where the indigenous inhabitants venture to sow a little barley—which they do not always succeed in harvesting—in selected plots of ground where they think that the earth retains a little humidity and which they duly protect with a circular fence of shrubs and bushes to shelter them from the terrible *sirocco* that burns up and destroys everything. Apart from these insignificant forms of cultivation, only a few *talhas* (thorny acacias) and sparse palm trees in small oases break the monotony of these landscapes, the chief feature of which is their immensity; over their vast expanse sand dunes or *ergs*, and wadis, (dry rivers) alternate with high stony tablelands, *hammadas*, and the opposite geographical feature constituted by large depressions or troughs caused by subsidences (*sebjas*).

175. According to the latest figures, the area under cultivation was only 567 hectares in 1957 and 573 hectares in 1958, the sole agricultural product of importance being barley which amounted in 1957 to 12,240 quintals and in 1958 to 12,100. A certain amount of maize and *taquil* is grown although to a much smaller extent. The total area under forest is, according to recent figures, some 2,879 hectares. There are three official agricultural institutes where, with the help of irrigation, maize, alfalfa, barley, garden produce and forage are grown.

176. There is a fair amount of livestock, in spite of the scarcity of pasture which is found only in a few areas of this infertile and extensive country. In 1957, according to the latest figures, there were 50,832 camels, 49,510 goats and 23,400 sheep. There are also much smaller numbers of donkeys, zebu and horses. The quantity of livestock, especially of camels, goats and sheep, has increased remarkably since the year 1956; in the years 1954, 1955 and 1956 inclusively, there were barely 1,000 of each species.

177. A more promising source of wealth is the fishing industry as will be seen from the figures for the years 1957 and 1958. In 1957, 1,034,618 kilogrammes of fish were landed in Spanish Sahara ports representing a value of 4,090,924 pesetas; in the following year the figure increased to 2,202,786 kilogrammes valued at 6,647,295 pesetas.

178. In 1957, the total number of fishing boats based on the ports of the territory was 189, representing a total tonnage of 1,656.45; in 1958 it was 541 representing a total tonnage of 15,756.86. In view of the fact that any possibility of progress

in agriculture, forestry and stock-raising has to be discounted, persistent efforts have been made to exploit fully and to develop these fishery resources, as can be seen from these figures.

179. Another potential source of wealth which has been methodically and perseveringly investigated is the sub-soil. Persistent research work has been carried out on it for more than five years, in the form of prospecting for oil and minerals. Borings are being made at present in Azech after the necessary geophysical research. In Agracha too the Department of Mines is carrying out geological studies and is drilling and making analyses in order to investigate the possibility of mining iron and phosphates.

180. In El Asium, Ville Cisneros, Auserd and other places intensive water conservation projects are being carried out, water has been brought to the surface, wells have been improved and new ones built. In this connexion the supply of drinking water has been increased in the urban centres and pipelines, storage tanks, etc. have been constructed. In the interior of the country, wells have been deepened, enlarged and modernized. Thanks to such projects, El Asium has grown into a modern and beautiful township with some 3,000 inhabitants in little more than ten years.

181. There is practically no industry and the only work that perhaps deserves note is that of craftsmen. The "mahareros" work in metals, mainly silver, and some of the objects which they make are genuine works of art: chests, bracelets, pendants, trays, etc. There is also a small industry producing salt-cured foods, canned fish and fish products, which although new is growing; in 1957 equipment to the value of 30 million pesetas was required and in 1958 it was valued at 42 million pesetas. A few electric power stations with an output of 266,000 kilowatts have also been constructed.

182. Commerce is also on a very small scale and is confined to imports of essential goods to meet the needs of the Territory. Exports are mainly restricted to dried fish, and in recent years there has been a small export trade in *turya*, a textile fibre lodged by the wind in the rocky bends of the Saguia-el-Hamra. Some figures can however be given for this small-scale commerce. In 1957 the value of imports was 19,133,858 pesetas and of exports 60,000 pesetas. In 1958 the value of imports was 35,145,189 pesetas and of exports 6,889,239 pesetas. The highest import figures are for foodstuffs, and fuel for the fishing fleet of the territory. The export figures relate almost entirely to fish and fish products; the next item on the list is livestock and livestock products.

183. Like everything else in the Territory, communications and transport are also limited but they have considerably improved both within the Province and with the outside world by the clearer marking of runways and the opening up of new runways and by enlarging the airport installations at El Asium and Villa Cisneros. Means of transport by land have also been improved. Work is being carried out to enlarge and improve the port of La Aguera, beginning with the construction of a wharf. Recently, work on the port of Villa Cisneros has also been markedly speeded up and the construction of a harbour is planned at Cabo Bojador. The postal and telegraphic services are being improved by the erection of new buildings and the provision of new equipment, etc., and there has been a remarkable increase in correspondence, telegrams, parcels and money orders.

184. In 1957 the number of passengers transported by sea was 2,518; in 1958 it was 3,985. The total amount of cargo was 10,027.05 tons in 1957 and 705,832 in 1958.

185. One thousand, three hundred and thirteen passengers entered the Territory by air in 1957 and 1,337 left. In 1958 figures were 4,316 passengers entering and 2,777 leaving the Territory.

186. In 1957 there were sixteen highways and roads and in 1958 nineteen, with an approximate total length of 6,000 kilometres. In 1957 there were seventy-six vehicles and in 1958 128.

187. In 1957 the budget for the Province amounted to 86,762,294.71 pesetas and in 1958 to 49,116,173.48 pesetas, the largest allocations being for administration, public works and health.

188. I now come to the most important part of my statement: how do these men live and how did they live in the past? They call themselves by the poetic name of "sons of the clouds" because they are constantly seeking for places where it has rained and where they can use the pasture produced by the rain. Nomadism in its various forms is a somewhat pronounced feature of the life of certain tribes of the Spanish Sahara. There are however three distinct regions, each with different forms of economic life and, to some extent, even of social life. Firstly, in the north, there is a nucleus of mountain Berbers, who tend to lead a settled life. Then there is a group of tribes who own houses and engage largely in agriculture but who migrate southwards at certain times of the year; these tribes may be described as partial nomads. From Saguia-el-Hamra to the south of the largest and most important area, the desert, the people are mainly nomads; their way of life is fundamentally, although not exclusively, pastoral.

189. Property and wealth are thought of essentially in terms of animals: ownership of land hardly exists in the Sahara. Wealth in cattle varies greatly between tribes and between families within the tribe. The typical humble family will have about five camels. A family of average wealth, neither very rich nor very poor, will have fifteen or twenty. It is common for rich people to own seventy camels, and sometimes, although very rarely, there are instances of persons owning 100, 200 and even 300.

190. The most clearly defined and most noticeable social unit is what is known as the *jaima*, consisting of all the people living within one household, i.e. a family of four or five persons. *Jaimas* are sometimes isolated in the immensity of the desert, but more often they are to be found in groups of five, six, nine, or even fifteen. Groups of *jaimas* sometimes form a large family, made up of a patriarch with his wives, children and grandchildren. Yet a community is not always based on the male line, since the basis of many groups living together is the kinship through women.

191. The larger social unit is known in Spanish as a *cabila* or tribe. The *cabila* is a social unit of varying composition, but possessing certain characteristics which enable it to be clearly defined. In the first place, each tribe has a real or supposed common ancestor—a saint or some outstanding figure of the past—from whom it takes its name and from whom all, or at least the nucleus, of its members claim to descend: In general, Moslem law of the Malikite school prevails in all north and west Africa; but within this general system of law, which is, as it were, a foundation, each tribe has established its customs, its customary law and its own traditions.

192. Within the tribe there are divisions known in Arabic as *fajhed*, and even sub-divisions, which play a most important part in daily life. Thus in each tribe there are various kinds of divisions, of greater or lesser importance.

193. All this can be understood if it is remembered that, because of the absence of fixed settlements and of the division of labour existing in other social systems, certain types of solidarity found in civilizations elsewhere cannot exist in the Sahara. In the desert each man must jealously defend his own position, and must know his exact place within his tribe and within his division of it. This is a fundamental matter for the nomad.

194. There are also certain tribes which form groups based on a common ancestor. Some tribes, for instance, believe that their members are all descended from the Prophet. These are the Chorfa, the religious aristocracy of Islam, who claim descent from Fatima. They include the Ergueibat and the Taubalet.

195. Apart from the Chorfa, there are some peoples who call themselves the "Arabs" or "men of the gun". These peoples, as their name suggests, are composed of what were once warrior tribes. Among them are the Tecna, who live in the north, near Aiun and around latitude 27° 40', which is the frontier line with Morocco, and the Aulad Delim, who number about 650 families.

196. A third group are the Zuaia. Just as the last group call themselves "men of the gun", these call themselves "the people of the books". Most of them are teachers, expounders

of the Koran, jurists and in general persons who concern themselves with books on religion and law. Most of the Zuaia are in Mauritania, since the Chorfa have a practical monopoly of legal and religious culture in the Spanish Sahara. However, a certain number of families in our territory belong to the Zuaia.

197. Lastly, there is a fourth group known as the *Znaga*. These are usually fishermen on the coast or herdsmen. They are subordinate to the "Arabs" or "men of the gun", either because they were once weak and small in numbers or because they were subdued in a series of battles.

198. We have tried to define the main features of the social structure of the Territory. This structure becomes rather more complex if we take into account various other factors, such as the large number of so-called disciples, or *ahel*, i.e. those who wish to join certain groups; but to do so would make this statement too long.

199. But make no mistake about it: despite all these distinctions, charity is very highly developed in the Sahara. One of the most interesting institutions there is the *meniha* under which a wealthy man allows a poor man the use of some of his cattle. They also observe the rules of hospitality more than any other people. In general, these inhabitants of our Sahara show signs of great intelligence.

200. Several attempts had been made to persuade the people to lead a settled life. One of the most recent was at Aiun, on the left bank of the Saguia-el-Hamra, twenty kilometres from its mouth. The authorities first built a large well with a good water supply. At the same time, underground sources of water were tapped on both banks of the Saguia-el-Hamra and farming was started, both by official agencies, for experimental and educational purposes, and by indigenous inhabitants with agricultural knowledge, to whom plots of land were distributed. As a result, gardens and farm-houses surrounded by fruit trees sprang up in the desert. Later came streets and squares and all the services needed in a new town—drainage, fountains, schools, a School of Arts and Crafts, comfortable housing, etc. Lastly, a motor road was built between Aiun and the beach, where an anchorage was established for the steamships which from time to time unload their cargoes. The fishing industry along that coast furnishes abundant supplies for this new centre of population.

201. In the north of the country, another attempt at settlement has been made and has been named Tantán after the well there.

202. It will be clear from this brief social and human survey of the Spanish Sahara that it is hard to describe by means of statistical diagrams and figures. It is difficult to hold a census of a nomadic population, such as the majority of the people in this territory. However, thanks to the tenacity and perseverance of the authorities and the growing efforts at settlement just described, we can give some figures for 1957 and 1958.

203. We said at the beginning of our statement that there were 30,000 inhabitants, although the *de jure* population amounts to 19,235, of whom 1,710 are of Peninsular origin and 17,525 are indigenes.

204. The chief concern of the authorities has been the health and cultural welfare of the people.

205. There are twelve health establishments; these comprise two hospitals—at Aiun and Villa Cisneros—and four urban and six rural medical centres and dispensaries. These health establishments treated 13,439 patients in 1957 and 12,708 in 1958. There were altogether 54,429 treatments and consultations in 1957 and 50,830 in 1958. In an anti-tuberculosis campaign, 149 people were X-rayed in 1957 and 2,853 in 1958. According to the figures for 1958, there were forty-seven doctors and medical auxiliaries working in the hospitals and dispensaries.

206. In the 1956-57 school year there were nine schools with eleven teachers, and in 1957-58 eight schools with ten teachers. In 1956-57 these schools were attended by 327 boys and girls, both from the Peninsula and indigenous, of whom the greater proportion were naturally indigenous. In 1957-58, 337 boys and girls attended school.

207. Efforts have also been made to intensify official primary education for adults; 108 men attended classes in the 1957-58 school year. Twenty-four of these came from the Peninsula and eighty-four were indigenous.

208. According to the 1958 census, there are two libraries, which supplied 1,236 books to the public, which in that year numbered 788 persons.

209. It will be understood that in an essentially nomadic country, with few urban centres, labour questions are not very important. In the general part of my statement, I referred to the existing legislation on the matter, which makes no distinction between persons of Peninsula and indigenous origin. Here I shall only try to give a few figures. In 1957, 1,114 labour contracts were signed; in 1958 the figure was 1,148. Most of these related to the fishing industry or to domestic service, since in 1957 there were only fifteen commercial contracts and forty office contracts, while the figures for 1958 were 20 and 50. Wages vary greatly, according to the various kinds of employment; the highest wages are paid in the fishing industry. In addition to their regular wages, the workers, like all Spanish workers, enjoy the advantages of the Family Aid system.

210. Because of certain unusual features of the Spanish Province of the Sahara, such as the high percentage of nomadic population, the climate, religion, etc., which impose a special way of living on this province and its inhabitants, its organization and legal system have certain special characteristics although they are based on the Fundamental Laws of the Spanish nation. The various administrative services are run in the same way as in other Spanish Provinces, with changes appropriate to their special character. Like all other Spanish Provinces, the Province has the right to be represented in the Spanish Parliament and in other public bodies; and it has a representative provincial council, with the jurisdiction and powers conferred upon *diputaciones* by the *Ley de Régimen Local* (Local Government Act), adapted to the special features of this Province.

211. The Province is governed by a Governor-General who is responsible to the Central Government, and all authorities and officials temporarily or permanently serving in the province are subordinate to him. He is assisted by a General

Secretary, who replaces him in case of absence or sickness, and who is the head of all services in the province except the judicial and military services.

212. The province is divided into municipalities administered by town councils, smaller local units and nomadic sections. This last institution is peculiar to the province; it was created because of the inhabitants' way of life, and is based on the system established by the rules of customary law.

213. The judicial organization is in conformity with the general Spanish system, while maintaining the characteristics of the province and the traditional Koranic law. The organization and ownership of property take into account the traditional communal land rights of all Moslem inhabitants.

214. With regard to the labour code of the province, subject to the special characteristics prevailing there, Spanish legislation provides for social insurance, co-operation and mutual aid and for the application of all other provisions of the Fundamental Laws.

215. Generally speaking, taxes and revenues go to the Treasury of the Provincial Administration and are used exclusively to meet the Province's needs, to promote its advancement and prosperity and to raise the level of living of its inhabitants. For this purpose, they are supplemented whenever necessary by subsidies from the general budget of the State.

216. Lastly, it is explicitly laid down in Spanish legislation that, in accordance with the Fundamental Laws, all inhabitants of the Province, without any distinction, shall have access to all educational establishments of every type.

217. I now come to the end of my statement. I think the information I have given will satisfy representatives. At the beginning of my statement, I said that we have nothing to hide. We have come voluntarily to give the true facts about our Provinces. We wish to co-operate with all of you. We were asked to give information and we did so, perhaps in excessive detail, but I trust that the Committee will appreciate our efforts. In particular, I wish to thank members for listening with such patient attention to this statement. To excuse myself, I can only add that I had not the time to speak more briefly.

## Part Two

# REPORT ON SOCIAL ADVANCEMENT IN NON-SELF-GOVERNING TERRITORIES

### I. Introduction<sup>1</sup>

1. In 1952,<sup>2</sup> in 1955<sup>3</sup> and in 1958<sup>4</sup> the Committee on Information from Non-Self-Governing Territories prepared special reports on social conditions in the Non-Self-Governing Territories. The General Assembly by resolutions 643 (VII) of 10 December 1952, 929 (X) of 8 November 1955 and 1326 (XIII) of 12 December 1958, approved each of these reports and invited the Secretary-General to communicate them 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. In 1960,<sup>5</sup> the Committee also included a survey of social conditions in its observations and conclusions on the report on *Progress of the Non-Self-Governing Territories* under the Charter.

2. In 1961, the Committee was again called upon to pay special attention to social conditions in the Non-Self-Governing Territories in accordance with resolutions 333 (IV) of 2 December 1949 and 1332 (XIII) of 12 December 1958. It undertook this task on the basis of the information transmitted by Members responsible for the administration of the Territories. In addition to summaries of the information that had been transmitted by Administering Members relating to social conditions up to the end of 1959, or, in some cases, until mid-1960, the Committee had before it studies prepared by the Secretariat of the United Nations, the ILO, WHO, UNESCO and UNICEF. The present report should be read in conjunction with these studies, which are listed in the annex, together with the summary records of the Committee's discussions.

3. The Committee took into account the information on more recent developments in specific social fields contained in the reports prepared by the Secretariat and the

<sup>1</sup> The draft of the present report was prepared by a sub-committee of the Committee on Information from Non-Self-Governing Territories composed of the representatives of Argentina, Ceylon, Liberia, the Netherlands, New Zealand and the United Kingdom.

The members of the delegations who served on the sub-committee were *Argentina*: Dr. Enrique Jorge Kos; *Ceylon*: Mr. H. O. Wijegoonawardena; *Liberia*: Miss Aggie Brooks; *Netherlands*: Mr. L. J. Goedhart and Dr. J. V. de Bruyn; *New Zealand*: Mr. P. K. Edmonds; and *United Kingdom*: Mr. G. K. Caston, Mr. K. C. Thom and Mr. W. H. Chinn.

The Chairman of the sub-committee was Mr. P. K. Edmonds (New Zealand).

The Rapporteur of the Committee and the representatives of the ILO, FAO, UNESCO and WHO also participated in the debates of the sub-committee.

<sup>2</sup> *Official Records of the General Assembly, Seventh Session, Supplement No. 18 (A/2219)*, part two.

<sup>3</sup> *Ibid.*, *Tenth Session, Supplement No. 16 (A/2908)*, part two.

<sup>4</sup> *Ibid.*, *Thirteenth Session, Supplement No. 15 (A/3837)*, part two.

<sup>5</sup> *Ibid.*, *Fifteenth Session, Supplement No. 15 (A/4371)*, part two.

specialized agencies, as well as the supplementary information given in the statements made during the debate by the representatives of the Administering Members. This information was considered by the Committee in the light of Chapter XI of the Charter of the United Nations. In the examination of the information and in the debate, the Committee was guided by the views recorded in its 1952, 1955, 1958 and 1960 reports and, in particular, by the principal aims of social policy which were set out in its reports to the General Assembly in 1955<sup>6</sup> and 1958.<sup>7</sup>

4. In the preparation of the report, the Committee has kept in mind the principles set forth in the Universal Declaration of Human Rights and in General Assembly resolution 1514 (XV) of 14 December 1960 entitled "Declaration on the granting of independence to colonial countries and peoples"; in particular, the principle that inadequacy of political, economic, social or educational preparedness of the people of the Territories should never serve as a pretext for delaying independence. The Committee has also been mindful of the paragraph in the aforementioned resolution stressing the principles of equal rights and self-determination of all peoples and of universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language or religion.

5. The Committee reaffirms its broad concept of social development adopted in 1955. As it has stated elsewhere, social development is nothing less than the whole process of economic, social and political change and cultural advancement in a Territory considered in terms of the progressive well-being of society and of the individual.<sup>8</sup> The Committee reiterates that social development should not be regarded merely as the sum of developmental activities carried out within these fields. The emphasis should be on a common approach to development as a whole and on the co-ordination of services for economic, social and educational development.

6. The Committee recalled the views expressed in its 1955 and 1958 reports that 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. For this reason, it is essential to encourage leadership and to seek the collaboration of the leaders and the support of the people in the formulation of policies and the execution of programmes. The Committee notes that the trend towards this participation is noticeable in some Territories, that attention is generally being paid to the need for filling higher posts in the administration of social services with indigenous personnel, and that community development and similar

<sup>6</sup> *Ibid.*, *Tenth Session, Supplement No. 16 (A/2908)*, part two, para. 26.

<sup>7</sup> *Ibid.*, *Thirteenth Session, Supplement No. 15 (A/3837)*, part two, para. 9.

<sup>8</sup> *Ibid.*, para. 10.

programmes provide opportunities for popular participation in social advancement.

7. Data contained in the documentation and the additional information supplied by the representatives of the Administering Members illustrated the developments which took place during the years under review in the social field. As in 1958, it was observed that although basic social conditions had not significantly changed, the expansion of various public services, and the increasing participation of inhabitants in the administration of these services and in the programmes and activities concerned with their welfare were indications of the advancement achieved by the Governments and peoples of the Territories. Information concerning changes in levels of living, which formed a separate sub-item on the agenda of the Committee, has been included in the relevant sections of this report and in the sections on economic and educational development.

8. It will be recalled that by resolutions 933 (X) of 8 November 1955 and 1332 (XIII) of 12 December 1958, the General Assembly reiterated its invitation to Members to attach to their delegations persons specially qualified in the functional fields within the Committee's purview. In 1961, it had the advantage of the presence of special advisers in the delegations of Australia, the Netherlands and the United Kingdom. The Committee appreciates the contribution made by these advisers to its work. By these two resolutions and by resolution 1466 (XIV) of 12 December 1959, the General Assembly also repeated the invitation, contained in resolution 744 (VIII) of 27 November 1953, to the Administering Members to attach to their delegations indigenous persons specially qualified to speak on economic, social and educational policies in the Non-Self-Governing Territories. Only the United States delegation included such a person in 1961, and it is hoped that other Administering Members will follow a similar course in the future.

## II. Aspects of rural development

### INTRODUCTION

9. Although there is need to encourage the indigenous population to participate more actively in the production of cash crops in the Non-Self-Governing Territories, the transition from a subsistence to a modern cash economy in some cases has been rapid but, generally speaking, has not been accompanied by the growth of new social institutions at an equal pace. In other cases there has been economic stagnation due to the slowness of peasant groups to take advantage of the new economic system and to the resistance to change generated by their attachment to traditional values and institutions. Where levels of living are low, economic advancement is one of the first necessities of a successful social policy. However, the policies to be followed will have to strike a balance between social and economic development. Economic development should not be pursued as an end in itself but as an integral part of a broad action engaging all areas of advancement. Economic progress should be fostered through the fullest use of the traditional organization. The successful evolution of a society in transition depends not only on economic change but also on the guidance and leadership provided by Governments and representatives of the people. One of the immediate tasks of social policy, therefore, is the promotion and training of local leadership on as wide a scale as possible. Balanced economic and social growth must also

be sought by fostering the rapid expansion of the co-operative movement, community development and adult education for both men and women.

10. The majority of the inhabitants of the Non-Self-Governing Territories are rural peoples many of whom are primarily dependent on subsistence agriculture. In many Territories, agricultural resources are limited and the traditional farming techniques primitive and wasteful with a consequent disproportion between efforts and result. Few farmers are able to save from their limited cash income. In some Territories, the problems of the rural inhabitants are made more acute by physical and environmental factors and by the pressure of increasing population on the available land. Fallow periods are reduced owing to population pressure and the soil is depleted by failure to introduce or adopt fertilization or manuring practices and the rotation of crops. Thus the low levels of living prevailing in many Territories have their roots in the low productivity of land and labour. Higher levels of individual productivity and better facilities for marketing must be attained, if the level of food consumption and the income available to the rural inhabitants are to be raised.

11. It is now widely recognized that rural stagnation will impede the social and economic advancement of the Territories and that co-ordinated economic, social and educational measures are required if farmers are to make a more substantial contribution to the growth of the economies and the development of the societies of the Territories. Rural development depends to a large extent on the improvement of existing farming methods and practices. This requires action by Governments to promote knowledge and skills among small farmers as well as the adoption of improved tools, better land utilization, the use of better quality seeds, greater use of fertilizers, prevention of soil erosion and improved water control. It has been pointed out by the ILO and other authorities that under proper guidance much of this can be done by the farmers themselves without much capital outlay. Some measure of adjustment in the agrarian structure may also be required through comprehensive programmes embracing some redistribution of ownership of land, consolidation of holdings and land settlement schemes.

12. An approach based solely on technical measures runs the risk of not gaining acceptance because of the difficult processes of social adjustment which accompany it. The main problem is to convince the people that beneficial changes are possible and to encourage their initiative and drive. The Committee, therefore, attaches great importance to the co-ordinated use of economic and social techniques in programmes of rural development. An example of such an approach is the Jamaica Farm Development Scheme which, by combining the efforts of several technical and social agencies, provides a balanced programme of rural betterment based on improved standards of production and family living and on detailed knowledge of the social and economic potential of the farmer and his family and of the land.

13. In the effort to spread knowledge of better agricultural methods leading to an improvement in the standard of living of the rural population and to improve social conditions, the role of education is of prime importance. For long-range results it is necessary gradually to increase educational facilities in the countryside, with a view eventually to placing all children in school. While progress has been achieved in this sector, it remains true that, with a few exceptions, the further one penetrates in



rural districts the fewer are the facilities for education. Another measure might also be the introduction of some practical gardening or farming in the upper classes of the primary schools or in post-primary classes. For more immediate results for improving farming practices among the adult population, campaigns of fundamental education and the development of agricultural extension, which is a form of practical adult education in rural areas, are methods which have often proved successful. The value of such organizations as young farmers' clubs and 4-H clubs is also widely recognized.

14. In Nyasaland, Basutoland, Bechuanaland and Swaziland a large part of the active male population migrates to centres of employment outside the Territory, leaving women, children and older persons to carry out subsistence farming. In other Territories, a large part of the wage-earning population works in urban areas and on estates within the Territory for limited periods. While the earnings of migrants may, to some degree, increase rural incomes, there is very little possibility, under these conditions, of improving farming methods and of increasing incomes through the cultivation of cash crops. The movement of rural dwellers to centres of employment is the result of a combination of factors among which low levels of income in rural areas, overpopulation, the seasonal lag in subsistence farming and the attractiveness of wage-paid employment and urban life are perhaps the most significant. This is often a two-way movement because of the ultimate security of the rural social system and the lack of incentives for settlement in the town in wage-paid labour. With the improvement of conditions of life and work in rural areas, the movement of persons to the towns would be diminished and would therefore be more in conformity with actual employment opportunities and the existence of satisfactory urban living conditions. If rural development is accompanied by the expansion of industry and a balanced over-all growth is achieved, it will probably be sustained by the increased demand for agricultural products from the rural population itself and from an increased urban population enjoying a better standard of living.

15. The ILO has noted that handicrafts and small-scale industries are important potential sources of additional employment in rural areas and that, given proper guidance and assistance, they can make a significant contribution to economic development by producing employment supplementing agricultural income, utilizing such capital as is available, and providing experience in management and the acquisition of trade skills. The further development of fishing—in particular, the building and operation of fish ponds—is highly important both as a source of additional income and as a means of supplementing and improving diets. Such activities require co-ordinated support in the form of training, technical advice, marketing services and credit facilities.

#### LAND TENURE, LAND UTILIZATION AND RESETTLEMENT SCHEMES

16. Indigenous systems of land tenure, which had been designed to fulfil the needs of traditional life, are often becoming unsuitable for coping with the problems created by limited arable and pastoral land and growing populations. Although in many Territories family and group ownership of land remains prevalent and shows a high degree of flexibility and adaptability under varied conditions, nevertheless, cash crops, increasing populations

and the impact of individualistic patterns of social and economic behaviour tend to hasten the replacement of the old system by individual titles to land. However, it cannot be assumed that, under pressure of modern economic forces, a satisfactory land tenure system will evolve by itself.

17. One of the drawbacks of systems of group ownership is that land is generally not negotiable and there is not much incentive for the individual to improve farming methods or to undertake capital development. Without legal security of tenure it is difficult to obtain loans for land improvement or the purchase of capital equipment. On the other hand, communal land tenure offers certain social advantages. It is a strong force knitting together a community, giving the individual farmer not only a personal and family stake in the land but also a recognized position in society. Therefore, it may be in the interest of a community to maintain the communal land tenure system purely for its social value, while at the same time developing appropriate forms of individual land utilization.

18. The Committee considers that where changed economic and social conditions justify such action and the community is receptive, steps should be taken to encourage individual land holding with security of tenure in order that the farmer may invest his labour and profits in the development of his farm and be able to offer it as security against the financial credits he may require for developing his land. The system of land tenure should be adjusted to provide sufficient land to give the farmer and his family a satisfactory level of living. The Committee notes that such policies have been put into effect in some Territories, through programmes of land consolidation and resettlement, and recommends that similar policies be followed in all Territories.

19. The Committee notes that in many areas of the African Territories undeveloped land is no longer available for the expansion of the indigenous system of farming and that, in consequence, the number of landless persons has increased and individual holdings have not infrequently been subdivided into sub-economic units. Where soils are poor, intensive cultivation has led to their rapid exhaustion and erosion. In some Territories, the problem of land scarcity has been aggravated by land alienation to Europeans which in most cases occurred during earlier periods of their history. Some members expressed the view that the problem of land scarcity had been further aggravated in certain Territories by the utilization of land for military bases. In some areas, drought and pests, such as the tse-tse fly, are factors which seriously limit the amount of land suitable for farming.

20. The solution of the problem of land scarcity has been sought, in part, through programmes for the more effective utilization of land and schemes for the resettlement of farmers living in overpopulated areas. The five-year land use and land management scheme introduced in Jamaica, where population density is high and soils are relatively poor, had as its objective the development by 1960 of over one-third of the Territory's farm land in strict accordance with correct land use as indicated by soil type, slope and liability of soil to erosion. In Northern Rhodesia, where the movement of indigenous persons into reserves in past years resulted in maldistribution and congestion, an extensive programme of resettlement on unalienated Crown land was initiated in 1942. Despite these efforts, it has not yet been possible to restore a

complete population-land balance. In Kenya, resettlement schemes linked with efforts to recondition the land were initiated in 1946. Although unoccupied land naturally suited to settlement was scarce, several thousand families had been resettled by 1959. Substantial progress has been made in some parts of Kenya in effecting the consolidation of fragmented individual holdings which sometimes include as many as thirty different pieces of land scattered over an area of several square miles. In Nyasaland, where the average size of family holdings varies from as little as one or two acres to a maximum of fifteen acres, it is recognized that an extensive programme of land reorganization based on sound land use is urgently needed. A number of schemes have been undertaken in the heavily populated Central and Southern Provinces, and the Committee was informed that where there had been consolidation of holdings, adoption of crop rotation and proper land usage a marked increase in productivity had resulted. In connexion with the Shire Valley Scheme, a major irrigation project, steps are being taken to seek the most efficient use of agricultural land. In British Guiana, where there is much pressure on the land and many farms are too small to provide full employment and maximum productivity, land reclamation and resettlement have been undertaken in the coastal areas. It has, however, been difficult to establish settlements on a self-supporting basis owing to the high cost of long-term drainage and irrigation projects.

#### BETTER FARMING

21. As has been pointed out above, there is much room for the improvement of farming methods and practices, and the application of more suitable techniques, even on a modest scale, could bring about a substantial increase in farm production and labour productivity. Measures to improve soil fertility, to prevent damage caused to the land by certain natural forces, or by man, and improved tools and planting and cultivation methods are relatively simple and not costly means of raising farming standards, provided they are properly explained to the farmer. This process of education is sometimes lengthy and calls for a considerable measure of skill and patience. Extension services and community development can play an important role in accelerating the pace of rural development.

22. Steps have been taken in many Territories to raise standards of indigenous farming. The information before the Committee reveals that while all Governments are aware of the need for such development, the scope and intensity of programmes varies considerably among the Territories. In the East African Territories, the programmes of land consolidation and of development of indigenous agriculture have created a vast demand for farm planning and instructional services; hence a major part of the time of field staff is devoted to extension work directed towards the improvement of farming methods, the restoration of soil fertility, soil conservation and the increase of income from cash crops. In Kenya, extension staff number over 200 European officers and approximately 2,000 African instructors and other personnel. The need for more indigenous agricultural instructors has made it necessary to expand and improve training courses in Kenya and Uganda.

23. In Northern Rhodesia, extension programmes are mainly centred around the African Farming Improvement and Peasant Farming Schemes which are designed to encourage better farming methods and more stabilized

forms of indigenous farming through loans, bonuses, soil conservation and water development. In Nyasaland, extension services have, in the past, tended to be thinly dispersed over the mass of the population in order to effect simple general improvements. More recently, the policy has been to concentrate on comparatively limited objectives with more responsive individuals and communities, where tangible results can be expected within a reasonable period of time. The Committee was informed that there had been steady progress in improving the general level of indigenous agriculture and the reorganization of village lands on a consolidated pattern to facilitate better land use.

24. In Basutoland, where there is pressure of population on the land, the small family farm holdings require more intensive cultivation if they are to produce an adequate income. A recent economic survey mission considered that yields well above present levels were attainable, and that a comprehensive programme of research and experiment and greatly expanded programmes of agricultural education and extension were required. The same mission stated that there was need to expand extension services among the pastoralists in Bechuanaland to cope with the problem of deteriorating assets in water, pasture and herds, and to stress livestock improvement. It noted that the sociological and economic aspects were particularly important, more so than the purely technical aspects, in the immediate future, and suggested that the District Administration be expanded to explain and execute government policy. It was also pointed out that, largely due to the limited staff, the number of farmers brought into the extension programme each year was fewer than 150.

25. The vital role of adequate extension services has been recognized in the Caribbean Territories. In Jamaica, under the Farm Development Scheme, many farmers follow plans drawn up by them with the technical assistance of government extension officers. Extension staff also check and direct the work done under the Scheme. In British Guiana, the extension system has been expanded in recent years and staff play an important role in all aspects of rural betterment. Extension services also function in the small Territories. In the Asian Territories, the demonstration of new techniques and the dissemination of agricultural information play an increasingly important part in schemes for agricultural development. In 1958, it was decided to establish an extension service in Sarawak and over forty posts were created for this purpose. In the Pacific Territories, training, guidance and encouragement are provided to indigenous farmers in the improvement of farming techniques and soil conservation. Services to farmers in Guam are extensive. In Papua, over 200 trained indigenous assistants are engaged in extension work and more than 3,000 farmers have passed through training courses at agricultural extension stations.

#### CO-OPERATIVES AND RURAL CREDIT

26. Co-operative and credit facilities are important elements in rural development and most Governments have sponsored and aided rural co-operative action. The information before the Committee shows that the development of co-operative societies has been rapid in some Territories, gradual in others, and is making a modest start in still others. In some Territories, the co-operative movement has developed spontaneously but government policy and leadership have usually been decisive factors. A sound legislative and administrative framework, to-



gether with adequate guidance and supervision, have, as a rule, been essential to the development and expansion of co-operatives.

27. Co-operative development in East Africa has been rapid since the Second World War, notably in the form of produce marketing societies. A significant percentage of the total population of Kenya and Uganda are members of co-operative societies and a sizable share of produce is marketed through producers' associations. With government assistance, co-operative societies have acquired or leased a number of cotton ginneries and coffee curing factories, thus participating in the processing of local produce which heretofore had been exclusively in the hands of non-indigenous persons. Most of the producers' co-operatives perform limited thrift and credit functions and this would appear to be one of the factors accounting for the absence of co-operative credit societies in East Africa. In Northern Rhodesia, marketing societies have become firmly established in recent years but facilities for agricultural credit to indigenous farmers are still in an early stage of development. The situation in Basutoland appears to be very similar; marketing societies have made good progress without a comparable development of agricultural credit facilities. In Nyasaland, the growth of the co-operative movement has been more gradual and indigenous farmers have had to rely mainly on loans made by the African Loans Board which in the first two years since operations commenced numbered only 268. There are no co-operatives in Bechuanaland and only two in Swaziland.

28. In the Caribbean Territories, notably Jamaica and British Guiana, the co-operative movement has made considerable headway. Societies have increased in number, membership and turnover and have been successfully established in such diverse fields as marketing, transport, tillage, cattle insurance, farming, land lease and purchases, irrigation and fisheries. The development of thrift and credit societies has been particularly rapid.

29. Among Asian Territories, there are no co-operatives in Brunei and only one in North Borneo. They have shown a sustained development in Sarawak, however, and in Hong Kong, although the dimensions of the rural co-operative movement are limited by the over-all economic structure, co-operative development has been rapid and the movement has spread into many agricultural production sectors, in addition to trade and marketing. In the Pacific Territories, co-operatives have increased appreciably in number, membership and commercial activities. Numerically predominant are dual-purpose societies which market the major cash crops and supply their members with consumer goods of all kinds. In some instances, they have been able to extend their activity into many sectors of economic life.

30. The Committee notes the existence of other forms of co-operation in rural areas, such as fishermen's societies and handicraft societies.

31. Secondary societies or co-operative unions exist in many of the Territories and there are a few co-operative banks. Most of the agricultural co-operative unions and federations concern themselves with such simple undertakings of common interest as the purchase of transportation facilities, production implements and machinery, and negotiations with government authorities. In a few cases, their activities have been further extended as, for example, in East Africa, where they have entered the early phases of industrial production by processing agricultural produce such as cotton and coffee.

32. Experience in the Territories has indicated that certain problems of an administrative and organizational nature may hinder the development or lessen the effectiveness of societies, if not jeopardize their existence. Lack of a complete mastery of business practices and co-operative principles has sometimes led to inappropriate investment. Unusually high prices for primary products have sometimes tended to generate over-optimism. Close supervision by co-operative officers is helpful in preventing such misadventures but experience has shown that this is not always effective. Some societies, in providing loans against inadequate security and by making sales on credit, have experienced serious difficulty. Bookkeeping and auditing are complex matters which staff have tried to master in a short period of time. While Governments have provided much assistance, it is essential that even greater efforts be made to train co-operative office-holders and to guide the further development of co-operatives in the light of local needs.

33. The Committee considers that in many Territories there are further possibilities for co-operative action in relation to activities such as irrigation and co-operative farming to the extent, at least, of organizing the central co-operative supply of agricultural machinery and services for the cultivation of individual holdings. The further strengthening of co-operative action among handicrafts and small industries is also required.

34. The Committee feels that further efforts are needed for initiating and fostering the growth of co-operative credit societies and of central co-operative banks in a number of Territories. The ILO has suggested that in African Territories the question of credit facilities should be further examined so as to create a rational system of co-operative credit based on adequate links between state sources of finance and credit and the co-operative movement. It has also suggested that not all the needs for agricultural credit can be met by co-operative credit and ordinary commercial banks and that specialized agricultural banks and agricultural development and finance corporations may be required.

#### ENVIRONMENTAL SANITATION AND SOCIAL DEVELOPMENT

35. In virtually all Territories there is need for the improvement of rural housing, water supplies and sanitation. In general, rural housing has received little attention in many Territories. In the East African Territories, local authorities are taking increased responsibility for housing standards and some have already passed by-laws to control standards. In Northern Rhodesia the first step has been taken to assist Africans towards better housing standards with the establishment of a small revolving fund from which loans are made. The representative of Liberia expressed the hope that loans would be made available by Governments to construct substantial and sanitary housing.

36. In the Caribbean Territories, efforts have been made in recent years to improve rural housing. Jamaica is devoting a major part of its housing activities under the Development Plan to rural housing. In Trinidad, an aided-self-help housing scheme is being implemented both in rural and semi-urban areas. In Barbados, loans are made to encourage further settlement in the rural areas. The two principal sources of finance for rural housing in the United Kingdom Caribbean Territories are the Colonial Development and Welfare funds and the Sugar Industry Labour Welfare funds. Loans, subsidies

and outright grants are provided from these funds and aided-self-help schemes are perhaps making more progress in the Caribbean Territories than elsewhere. The Committee, while recognizing the progress which has been made in a number of Territories in the improvement of rural housing, is of the opinion that the magnitude of the problem requires the implementation of territory-wide programmes which would make the fullest use of information, educational and technical resources.

37. Although rural water development has been intensified in recent years, the problem of adequate supplies remains acute in many Territories in terms both of availability and quality. In some African Territories very little has been accomplished by way of improving supplies, while in others substantial progress has been made in protecting springs and wells and constructing dams, storage tanks, shallow wells and boreholes. In the larger Caribbean Territories the Governments recognize the need to relieve the local authorities of heavy capital expenditures on the development and distribution of new water supplies, and provision is made for such schemes within development programmes. In many Territories where unprotected wells and springs and polluted rivers and streams are often the main sources of water, low standards of sanitation exact a high toll in intestinal diseases.

38. It is widely recognized that much can be done at the village level to improve housing, water supplies and sanitation. Health authorities should take the necessary initiative to make such improvement. Community development, combining self-help with technical and other services provided by public authorities, has much to contribute to the betterment of conditions and improvement of living standards. Women's organizations and other forms of adult education play an important part in stimulating community action and in raising standards in the home. The Committee was informed of schemes whereby communities were directing their efforts towards the improvement of housing and environmental hygiene in Kenya, Uganda, Jamaica, British Guiana, Trinidad and Tobago, and Singapore. The Committee considers that much more might be done along these lines and its views on this subject are set forth in greater detail in the section of this report dealing with community development.

### III. Community development

39. At its 1955, 1958 and 1960 sessions, the Committee examined in detail the principles, methods and scope of community development in the Non-Self-Governing Territories, emphasizing the important part it could play in economic, social and political advancement. In its report on progress in the Territories, adopted at its 1960 session, the Committee observed that the concept of community development had found wide international acceptance as the process by which the efforts of the people themselves, together with governmental assistance, may be directed towards the improvement of the economic, social and cultural conditions of the communities. It recognized the importance of measures to develop local initiative to build a self-reliant community. Community development also had an important part to play in counteracting the disintegration, often brought about by economic change, of traditional social organization and values and at the same time in helping frequently dissimilar groups to achieve a sense of community. It was not a substitute for the expansion of government

services but depended on the co-ordination of both governmental and popular effort in a manner that helped to guide and give form to popular initiative.

40. The Committee had before it information on the programmes in operation in many Territories and on some of the problems which had been encountered in their execution.<sup>9</sup> While it cannot yet be said that, on the whole, programmes in the larger Territories are being carried out intensively on a country-wide basis, the Committee notes that in some Territories programmes have been intensified and expanded in recent years to the extent that, directly or indirectly, they are now benefiting a substantial part of the population. In Kenya, for example, fifty-six government and 500 local authority community development officers are serving 4.5 million of a total population of 5.5 million in the promotion of self-help schemes through voluntary group work and with informal education through rural betterment schemes, women's groups, youth clubs and recreational activities. In Jamaica, a co-ordinated programme of welfare, agricultural extension, and co-operation is reaching one third of the population. In other Territories, such as Nyasaland and most of the smaller Caribbean Territories, community development programmes are being carried out on a limited scale and are generally confined to activities centering around community centres, women's activities and youth clubs.

41. While centrally controlled country-wide programmes are not numerous, the Committee notes that there is a trend towards such development in some Territories where the co-ordination of planning on a country-wide basis is being introduced. The emphasis and scope of programmes vary. In Territories under United Kingdom administration the objective is a well-rounded programme for promoting local initiative in collaboration with village community councils, Native authorities and voluntary associations. In addition to self-help projects, there is emphasis on women's activities, youth clubs and community centres.

42. The lack of success of comprehensive pilot projects in Fiji, Papua and Netherlands New Guinea, which was noted by the Committee in 1960, is attributed to the complexity of the schemes which confronted small communities with a bewildering multitude of new elements and changes. This experience has led in Netherlands New Guinea to the placing of emphasis on the economic aspect, especially agriculture, as a basis for development in other fields. In one centre, selected families are given one-year residential courses in farming, animal husbandry, hygiene, nutrition and home economics. In Papua, the administrative and technical services seek to promote better standards of living by the introduction of new food crops and improvement in diet, the teaching of hygiene and sanitation and the prevention, treatment and control of disease. In the field of adult education, emphasis is placed on a programme to further the education and status of women.

43. In many Territories encouragement is given to women's activities. Women's committees and similar organizations can do much to inspire the traditional society with those social and psychological incentives which are often lacking. They can play a most important part in breaking down old barriers and can exercise a profound and far-reaching influence through their demands for better health, education and economic conditions both for the family and for the community. The

<sup>9</sup> A/AC.35/L.337.

Committee hopes that such activities will be intensified in those Territories where they are in an early stage of development.

44. Among the ingredients for community development, one of the most important is the vital role of the local leaders and the workers whose personality, training and qualities of leadership often determine the success of a project. Emphasis was placed during the period under review on the selection and training of community development staff at all levels and on the question of the inadequate financing of community development. Permanent training centres now exist in many Territories where programmes are being undertaken. The Committee notes that there is particular need for trained personnel responsible for planning programmes, formulating policy, and supervising and training in the field. Such training is now being offered at the University College of The West Indies and at the Oppenheimer College of Northern Rhodesia, as well as at institutions in the United Kingdom, but there is still great need for additional training facilities at all levels in the Territories. The shortage of funds for scholarships for this purpose, which would permit overseas training on a more advanced level, is also a factor which limits the expansion of community development programmes.

45. The Committee was informed that one of the obstacles to the more rapid spread of community development has been the lack of sufficient funds. Governments have to budget within their means and according to the order of priorities as between different services. In some Territories under United Kingdom administration, higher education and particularly secondary education are absorbing a large share of funds allocated to social services. In many Territories, expenditure of Governments on community development is inadequate. While it is recognized that central government expenditure is often augmented by local government funds, it seems to the Committee that expenditure, which in some cases is less than 1 per cent of territorial budgets, is too low. The Committee hopes that steps will be taken so that the programmes do not suffer unduly for lack of adequate financial support.

46. The Committee notes that increasing attention is being devoted by a number of United Nations organs and specialized agencies to the applicability of community development to urban areas. It is recognized that the collective effort and initiative of local people is important in helping to meet problems of urban development and that such local popular action should receive government support. The Committee hopes that the study of the applicability of community development techniques to urban areas, which has been initiated by ECA, will be extended to include some of the African Non-Self-Governing Territories. Also noteworthy is the growing interest in the economic aspects of community development programmes and the general recognition of the need for maintaining a balance between the economic and social aspects of community development.

47. At its 1960 session, the Committee observed that there was no statistical information or other material evidence in the Progress Report to show that extensive community development plans had been successfully implemented in the Territories and stated that it would be desirable to undertake, at an appropriate time, a project-by-project study of community development efforts in as many Territories as possible in order to evaluate properly the extent of physical achievements. Diver-

gent views were expressed in the Committee at its 1961 session on the possibility of evaluating such programmes. The representative of the United Kingdom stated that experience in Territories under its administration had revealed that it was extremely difficult to evaluate community development. Its success could not be measured by adding up the material projects completed since, in addition to these, the objective was the creation of stable, self-reliant communities having an assured sense of social and political responsibilities. It was unlikely that community development could be initiated and make effective progress as a nation-wide movement. To be successful it should grow from the communities and people themselves. Thus, it might have to begin in areas where the people were able and willing to co-operate and then be allowed to spread and proliferate. It therefore could not be fitted neatly into a phased economic development plan. While every Government with any considerable community development programme had stated that it was quite impossible to evaluate community development in terms of the direct economic progress achieved, many were able to state, despite the lack of statistical data, that the general levels of living in those areas with community development programmes had been consistently raised and the degree of social and political responsibility strengthened. In the view of the United Kingdom delegation, the need at the present stage is for case studies of community development projects in order to determine the factors contributing to their success or failure.

48. The representative of India considered that while the object of community development was not limited to economic projects, there should be some tangible evidence by which to assess the success or failure of any movement. The Committee had stressed this point in 1960 and had stated, at its 1958 session, that the practice of community development required frequent re-appraisals in the light of the large body of experience that had been gained. The representative of India was convinced that the success of the movement depended considerably on the physical achievements which alone could give the necessary incentive and encouragement to the peoples and the communities to participate in this movement. Moreover, he was of the view that community development could be embodied within territorial development plans without imposing programmes on communities.

49. The Committee notes that, despite the difficulties inherent in any attempt to evaluate programmes of community development, there is a growing trend among authorities in this field to undertake objective evaluation of at least the more measurable aspects of national programmes. In Uganda, for example, a statistical return of activities has recently been required of each district at quarterly intervals and some analyses have been made of expenditure on village projects. The Committee notes also that in the study on community development in Uganda, prepared for ECA, it is suggested that the absence of records, surveys and assessments tends to weaken the position of community development. It is of interest to note, also, that UNESCO aims at assisting local-level workers to record and report their own effectiveness in helping villagers to change their attitudes and that the assistance of the United Nations has been sought by one Member State to evaluate the effectiveness of its national programmes and policies.

50. In view of a number of considerations, i.e., the relatively short period of time during which community

development programmes have been operative, the varying content of these, the relatively high degree of autonomy of local projects and their differing rates of development, the multiplicity of public and voluntary agencies participating in country-wide programmes, and the lack of adequate statistical services, it is understandable that it has been difficult to undertake systematic evaluations of programmes in the Territories. The Committee believes, however, that with further integration and co-ordination of country-wide programmes and the development of more suitable methods of assessing a wide variety of projects, it should be possible in the very near future systematically to evaluate key aspects of national programmes. The Committee considers that the territorial Governments will soon find it necessary to do so in order to have more objective grounds for determining the share which community development is to receive within territorial budgets.

51. The Committee commends the Governments of the Territories for the steps taken to foster community development, in particular the effective measures taken for the training of qualified personnel. It considers, none the less, that the levels of living in many rural areas require the rapid expansion of programmes of environmental hygiene and self-help housing. The Committee believes that the acceleration of these programmes is now possible in view of the increased public interest and support which have been gained through the expanding adult education programmes in a number of Territories.

#### IV. Aspects of urban development

##### INTRODUCTION

52. The speed of urbanization in the Non-Self-Governing Territories can be illustrated by the fact that in the past fifty years the town population in Africa as a whole has increased over seven times, and it may be assumed that this figure is also indicative of the degree of urban expansion which has taken place in the Non-Self-Governing Territories of that continent. This is due mainly to the rapid development of commercial and industrial enterprise, largely initiated from outside the Territory, and the need to establish centres of administration. The populations of these towns grew rapidly and in recent years the almost universal change to a cash economy attracted many people to town life to earn money with which to supplement the often meagre returns from their land in the rural areas. The majority of workers in the towns are casual labourers with a limited but growing number of semi-skilled workers and trained artisans.

53. A distinctive feature of urbanization in the Eastern, Central and Southern African Territories is the flow of migrants as casual labourers to and from the towns. Urban and peri-urban areas thus include large floating populations with comparatively low and insecure incomes, special social and health problems, little technical skill and education and few prospects in an urban setting for material or social advancement. This situation, together with the absence, in many areas, of a tradition of urban life, of an adequately developed foundation for common services and of an effective administrative structure, has given rise to serious problems which require vigorous action if they are not to become even more acute.

54. An important problem associated with rapid urbanization is the lack of adequate community facilities

and public and social services. Generally, the rapid growth of towns has outpaced orderly planning and, largely because of costs, no provision has been made, on the scale required, for preventive and curative medical and health services, roads and street lighting, water supplies, sewerage, transportation, adequate schools and libraries, welfare services and recreational facilities, all of which are essential to satisfactory standards of urban living.

55. Peri-urban areas are, in general, densely inhabited by persons dependent on the urban economy and present a special problem in terms of planning and the provision of services. Residents all too often live in insanitary and squalid conditions and, since these areas lie outside the town boundaries, even minimally adequate planning and services are often lacking. Thus, where these conditions exist, one of the main problems confronting authorities is the control of development on the periphery of towns and, in particular, the prevention of further ribbon development along the trunk roads. The Committee notes that in some instances a first step has been taken towards more effective planning either by extending town boundaries to include such areas or by constituting them as separate local authorities. It is recognized that the complexity of land tenure has, in some cases, hindered the solution of the problems presented by these areas.

56. Many of the towns in the Non-Self-Governing Territories, as elsewhere, have developed without town planning and consequently there are many difficulties which will have to be overcome. With the growth of commercial agriculture, industry and trade, towns will continue to expand and new urban centres will undoubtedly develop. The problem of town planning and urban redevelopment thus becomes a matter of extreme urgency. It is being increasingly realized that problems of urbanization, such as overcrowded central slums, traffic congestion, unemployment and sub-standard squatter settlements on the fringes of cities are generated more often than not outside the limits of the city and call for solutions based on regional considerations. All these problems point to the need for a more balanced urban-rural relationship, and regional planning affords the means to achieve this end. The Committee supports the proposal submitted to the Social Commission at its thirteenth session and approved by it in its resolution on urbanization,<sup>10</sup> that present planning machinery should be integrated with national or regional development planning or programming in the larger perspective of urban-rural relationships and that planning should be based on economic, social, administrative and physical considerations within a given region.

57. The problem of financing adequate urban development and providing the services and amenities referred to above cannot be dealt with by local authorities unaided. The central government has a responsibility towards assisting municipalities in the provision of these services. The Director General of the International Labour Office, in a report to the forty-third session of the International Labour Conference, stated that measures to encourage industrial decentralization and the growth of a large number of smaller towns may contribute to alleviating the social problems of the big cities. Such policies, sometimes associated with "regional planning", had been adopted in many countries. The idea of regional planning originated with some of the great river valley development schemes and was being applied in many different

<sup>10</sup> E/3489, p. 60.

types of geographical setting and in countries with widely varying economic philosophies. Basically, it involves planning economic growth within a region of a country so as to take account of the human and social facts as well as of physical and economic advantages. He suggested that regional planning could provide the means of translating objectives of national economic development plans into local action, of promoting a regional balance in urban and rural development and of mobilizing local action through community development or other self-help methods.

58. It is essential to improve conditions of economic, social and cultural life in rural areas through rural development programmes in order to discourage disorganized and uneconomic movement to urban centres. Thus, the acceleration of co-ordinated territorial programmes of economic and social development is required as a means of achieving a substantial increase in productivity not only in industry, but more particularly in agriculture. The Committee is of the opinion that the fullest degree of participation in the work of planning agencies and of public authorities at all levels should be ensured to the indigenous inhabitants, since without their collaboration the attainment of a well-integrated and sound community structure would not be possible. The Committee considers that in some Territories indigenous persons need to be given wider opportunities for training and experience in the administration of urban communities.

#### HOUSING

59. The need for suitable low-cost urban housing is a matter of pressing urgency in many Territories. The problem of overcrowding and sub-standard housing in the towns is serious and is magnified by the influx of temporary migrant workers, by the growing number of persons who are required for work in the towns or who, for various other reasons, remain for long periods in the towns, and by the natural growth of population.

60. The dimensions of the housing problem are indicated by the figures for one of the new towns in Uganda, a Territory where the aided housing programme is regarded as being above average. In 1957, one in three persons occupied housing on the fringe of town not conforming to building rules and sited haphazardly. One in three was housed by employers, usually free of rent, in quarters varying greatly in quality. Only one in ten was housed in estates built and administered by the Government. A survey of the Kingston corporate area in Jamaica revealed that a sixfold increase in the volume of housing construction would be required to abolish overcrowding and keep abreast of the annual increase in population.

61. Only model or large employers are willing or able to provide satisfactory housing for many of their workers and, except for Hong Kong and Singapore, few Governments have felt able to afford the expenditure to subsidize housing for more than a minority of urban families. The majority of urban workers must, consequently, depend on their own initiative or that of private enterprise for housing and this often limits them to shack settlements or overcrowded quarters. In some Territories, many urban workers have great difficulty in finding houses within their means to rent or purchase.

62. It has been pointed out, in a report submitted to the First African Regional Conference of the ILO, that in Africa, with the decline of the recruiting system, re-

sponsibilities of employers for housing their workers are becoming less well-defined and, where they still exist, often do not meet the real needs of more than a small proportion of all workers since normally only bachelor accommodation is provided. In Northern Rhodesia, model housing is provided by some of the mining companies; other employers, however, have objected to the increased cost of building houses for Africans which, they felt, should be borne by the Government and local authorities. In the Caribbean Territories a certain amount of workers' housing is provided by employers, and substantial loans and grants have been made to workers from welfare funds set up by the sugar industry for the purpose of constructing or of purchasing housing, and for repairing, enlarging or paying off mortgages on housing.

63. In a number of Territories, Governments or large firms subsidize rents for certain types of workers. In other cases housing allowances are paid, but comparatively few workers qualify for them. In some Territories, even housing allowances are not a satisfactory solution where existing accommodation is dilapidated and unsuitable, where water supplies and other services are inadequate or wanting, and where, owing to a shortage of land and housing, the rapidity of urban growth and, in some cases, to official restrictions which have recently been lifted, workers must live in peri-urban areas requiring heavy expenditure on transport or, alternatively, long and tiring travel on foot or by bicycle every day. The Committee expresses the hope that the laws abolishing previous restrictions will be fully implemented and will help to remedy the situation.

64. The ILO report stresses the contribution which employers have made in providing workers' housing. In many instances these have been the main contribution to the solution of the problem, but it is stressed that where stabilization and urbanization is the aim, the responsibility of Governments for general planning and co-ordination of housing policy, for creating the necessary financial machinery and, if required, for finding the resources to make adequate housing available, is clear. The Committee notes, in this connexion, that in Territories administered by the United Kingdom, housing policy is in the hands of territorial Governments and help and advice are provided by a number of metropolitan agencies. Funds are made available in the form of Colonial Development and Welfare grants and loans from the Colonial Development Corporation. The Committee notes with satisfaction that it is the ultimate aim of government housing policies in United Kingdom Territories to enable workers to rent, or preferably to own, their own accommodation away from the premises of the employer.

65. Housing has been included in ministerial portfolios in many of the Territories administered by the United Kingdom to facilitate the co-ordination of government activity at policy level. Recognition of the need for co-ordinating the efforts of public authorities as well as of private individuals and organizations has also led to the establishment of central housing and planning authorities in Northern Rhodesia and Kenya, a number of Caribbean Territories and Singapore and Hong Kong. The Committee notes with satisfaction that such bodies have been set up and recommends that they be established in Territories where they are now lacking.

66. A long-range programme of concerted international action in the field of low-cost housing and related



community facilities has been initiated by the United Nations with the collaboration of the specialized agencies. In its resolution 1508 (XV) of 12 December 1960, the General Assembly suggested a review by Member States of housing requirements, policies and programmes, the extent of investment in housing and the need for outside assistance. It also requested an investigation of the possibility of obtaining technical services, equipment and funds for pilot projects in the rapidly urbanizing areas of the developing countries, as well as a study of the possibilities for domestic and international financing of low-cost housing programmes in less developed countries. The Committee expresses the hope that the provisions of this resolution will receive full and early application in those Territories where urban housing is a serious problem.

67. The Committee considers that a combination of various approaches, preceded by town and regional planning, would yield the most effective results in reducing the dimensions of the problem of urban housing. Aided self-help schemes, under which Governments give special help by way of cheap or free materials to people willing themselves to construct their own houses and to finance their construction, play an important role in certain Territories in the Caribbean as well as in other areas. Aided self-help building has many advantages to rural communities, refugee families and the seasonally unemployed. However, for the town-dweller in more or less full employment it has certain limitations. For this group, the improvement of housing conditions through co-operative action or building societies should be encouraged. The construction of houses for sale or for rental should be undertaken on as wide a scale as possible by the municipalities and central Governments. Loans to municipalities, building societies, employers and workers are another method of encouraging investment in better housing. The provision by employers or suitable housing, as well as of subsidies, loans, assistance in the construction of housing and the provision of materials should be given maximum emphasis. The Committee believes that the recommendation made by the East Africa Royal Commission, 1953-1955, to grant paid leave to employees to build their own homes deserves serious consideration. In those Territories where employers are required to provide adequate housing for employees, legislation should be amended to provide in all cases housing for the employee, his wife and children.

68. The attainment of a higher standard of urban housing in some Territories is, in part, dependent upon the solution of the highly complex problem of land tenure, in particular, on the individual holder being able to achieve security of tenure. In many Territories it has been difficult for individuals to obtain leases, or leases of sufficient length to give security; in many peri-urban areas land is held under customary tenure and development is thus discouraged. The Committee endorses the recommendation of the Conference on Urban Problems in East and Central Africa, 1958, that the system of land tenure in urban and peri-urban areas should provide for certainty in plot identification, a reasonable form of security and facilities which will enable dealings to be effected quickly and cheaply.

#### ENVIRONMENTAL SANITATION

69. The difficulties of adaptation and transition to urban life of rural migrants are many. Reference has already been made to the problems of housing. No less important are those pertaining to standards of health,

environmental sanitation, nutrition, family structure and stability, and social organization and forms of voluntary association.

70. At its eleventh session, the Committee noted that while environmental sanitation had received less attention than was due it in most Territories, the most important efforts to deal with such problems as defective water supply systems and insanitary sewerage disposal had been carried out in urban areas, often when conditions became so conspicuously bad that major improvements could no longer be delayed on the grounds of the high cost usually involved.

71. In Kenya and Uganda, such elementary services as safe water supplies and refuse collection are lacking in most of the peri-urban areas inhabited by a large proportion of the Africans who are dependent on the towns for their livelihood. The towns in East and Central Africa are, however, generally served with piped water supplies which are being improved in both quality and quantity. Water-borne reticulated sewerage systems exist in only a few major centres. In the Caribbean region serious and continuing efforts have been made in recent years to establish safe water supplies and modern sewerage disposal systems but much remains to be done. In Singapore and Hong Kong, the problem is complicated both by the shortage of fresh water and the very large urban population; in the case of Hong Kong the problem has been exacerbated by the influx of refugees. The Committee considers that special attention should be given to the increased provision of adequate drinking water and the satisfactory disposal of waste products and storm water in relation to all schemes of housing and urban development.

#### SITUATION OF URBAN WORKERS

72. Most indigenous urban wage earners are unskilled. In Africa and in some other Territories this is, in part, a consequence of the migratory character of a large part of the labour force. It is a fact that in most under-developed economies it has been the practice to employ a large number of unskilled, undifferentiated workers alongside highly skilled workers and technicians. In many Non-Self-Governing Territories, the latter are largely non-indigenous persons. With the growth of technical and vocational training programmes, in-service training schemes and policies for replacing expatriate workers by local staff, a small but increasing number of indigenous persons are moving into the skilled and technical occupations.

73. In many urban areas there is a substantial degree of under-employment and unemployment which may be either seasonal or chronic. Although some measure of security is provided by family ties, tribal associations and other forms of mutual support, this is disappearing in some areas.

74. In those Territories where labour migration is extensive there is a constant movement back and forth between the centres of employment and the villages. The basic cause is economic, although there are also social, psychological and personal reasons. The rural dweller frequently receives low returns from the land and there are usually few other means of supplementing income to satisfy his wants in terms of consumer goods, and money for the payment of taxes and school fees, except by migrating to the urban centres or to areas of commercial farming. As a general rule, once the individual's needs in cash are met he will return to his rural

home, at least until a new need for cash arises; but basically the migrant must depend for his security on the land and in many instances he must leave his wife and children behind in order to maintain his rights to it and as a means of securing their subsistence.

75. However undesirable extensive labour migration may be, it can be viewed as an unavoidable stage in the economic development of these Territories. The inflow of cash may sometimes lead to a rise in levels of living in the subsistence sector of the economy. Moreover, the retention of rights in land also ensures a degree of security which the worker might otherwise not have under present circumstances if he were to remain permanently in the centres of employment. The disadvantages of excessive movement and instability are many. There is loss of time and energy, wage levels are low, possibilities for training are few and continuity in employment is lacking. The separation of the worker from his family leads to the perpetuation of low levels of rural productivity and sometimes to social disorganization.

76. In the past decade, government and other public authorities as well as some employers have strongly advocated the stabilization of urban workers as a necessary prerequisite of the development of an effective labour force. The Conference on Urban Problems in East and Central Africa, 1958, expressed the view that the gradual move towards a greater division of labour, and as part of that process the stabilization of increasing numbers of Africans in towns, was an essential condition of the advance of Africans and the growth of wealth. It considered that stabilization was a process which should be carefully encouraged and which would, in any event, take place. At the Second Session of the Inter-African Conference on Housing and Urbanization of the Commission on Technical Co-operation in Africa South of the Sahara, the view was put forward that migratory labour would probably have to end if the full economic potential and population resources in East and Central Africa was to be realized.

77. The implementation of a policy of stabilization in urban areas would require the training of workers in industrial skills thus enabling them to attain higher living standards. The advantage of industry would be the less wasteful use of manpower. It would require facilities for the general and vocational education of the children of workers. In many Territories it would also require higher wage levels and the granting of other benefits. The ILO has observed that while this might place a heavy burden on industry and on territorial finances, experience in some situations has shown that increases in wage rates were accompanied by significant increases of output. The level of wages might have to rise in order to provide the minimum conditions in which workers regard further effort and application as worthwhile. Once this point is reached, output may continue to respond favourably to monetary and other incentives.

78. The full support of employers for a policy of urban stabilization is required if it is to succeed. In African Territories, employers differ in their attitude towards the question of stabilizing and rationalizing urban labour. Some favour the creation of a stable labour force and full urbanization, while others feel that ties with the villages should remain strong and only temporary services and housing need be provided in the towns. Furthermore, in some African Territories non-Africans have been unwilling to share their skills with Africans and to accept the principle of equal pay for

equal work. Aside from the social and political consequences such attitudes may have, production costs are increased owing to the unskilled status of African workers and the high cost of non-indigenous and overseas skilled labour. The Committee considers that the social and economic advancement of all Territories depends in large measure on the development of an adequately paid, integrated, stabilized and efficient labour force, and it requests the Administering Members concerned to secure, through a policy based on legislation, administrative action and persuasion, the collaboration of employers and of all sections of the population in the early attainment of this objective.

79. The Committee considers that wage levels are unduly low in some Territories. It welcomes the action of many Governments in introducing a wage system sufficient to meet the needs of at least a small family and urges the early adoption of similar policies in other Territories where the payment of a "bachelor" wage is still the practice. The Committee notes the very large disparity in wages between indigenous and European employees in most Territories. While accepting the need for the payment of reasonable allowances for overseas service, it feels that every effort should be made to eliminate any other wage differential not based on objectively defined factors of skill and productivity.

#### VOCATIONAL TRAINING AND TECHNICAL EDUCATION

80. In the light of the needs of the Territories for trained manpower for more efficient economic development, the number of persons receiving technical and vocational training is small both in absolute terms and as a percentage of total school enrolment. Facilities for the education and training of young people in schools as well as workers in actual employment should be further developed so as to contribute to a balanced growth of the urban and rural sectors. In particular, the problem of the special value attached to non-manual labour of the clerical and white collar type should receive consideration. In this respect the need for sound vocational guidance beginning at an early age is becoming more widely recognized. More attention needs also to be given to vocational and professional education and training for girls not only in domestic skills, in order that they may also have an equal opportunity in all sectors of economic activity as a means both of helping to change social attitudes towards work and of ensuring to women a full role in the social and economic advancement of the Territories.

81. It has been stressed by the ILO that no effective training policies can be developed for workers who are essentially migratory and who are, therefore, unable to acquire a significant degree of industrial experience and skill even through in-plant training. Instability is a major obstacle to the efficient functioning and steady growth of industry, and policies tending towards the stabilization of wage earners at or near their places of employment would permit the proper co-ordination and effective implementation of programmes of general education and vocational training. The Committee endorses this view and is further of the opinion that until stabilization has been achieved and fuller use made of adequate vocational and technical programmes, special measures will be required for the training of workers whose educational background may be insufficient for them to be able to benefit from the type of training normally provided within the school system.

82. In many Territories, the growth of towns and the processes accompanying this growth have resulted in a modification of the traditional structure of society and have had a weakening effect on communal customs, habits and culture. This is most obvious in the new towns which have sprung up rapidly in certain Territories. The population of these towns is still unstable and loyalties to the tribe and the tribal lands still exist, but, at the same time, the disciplines and customs regulating tribal life and conditioning its purpose tend to decline or disappear. The process of detribalization is seen in different stages in these new towns. One finds various groups of people: some have become urbanized; others have lost touch with their tribes but have not adjusted themselves to urban life; and still others retain links with the tribe or clan.

83. Urbanization has been accompanied by the growth of new forms of social organization. The rural or tribal migrant in the town lives in groupings and is subject to authorities different from those of the rural village and also earns his livelihood in a different way. This is less so in the Caribbean area where rural-urban social differences are not as marked as elsewhere and tribalism does not exist. But in Central Africa, for example, although they often retain tribal allegiances, African urban populations are increasingly moving towards new forms of social organization based on non-tribal principles. Tribalism continues to play a role in domestic life and as a means of grouping or classifying people; tribal loyalties remain, but are affected by the emergence of urban associations based on common interest. Urban studies emphasize that tribal associations do not dominate economic and political life in the towns. None the less, the townsman frequently remains linked to the tribal unit where he holds land in return for loyalty and support. Tribalism thus is strong in the rural areas because the tie to tribal land is of great importance to a man. In the towns, on the other hand, where tribalism is not such an organized system of political and social relations, urban-type groupings and industrial associations have developed. The new groupings which are formed in the towns represent an important step towards complete integration in which all residents will be united by new civic loyalties.

84. In most Territories the social system of the rural setting is modified in the towns and redefined in varying ways as new alignments develop on the basis of common interest and education. This process is accompanied by the growth of freedom and individualism, which in its more extreme form may lead to the breakdown of family life and, when linked with poverty, to increased crime. The economic basis of these problems has been touched on in the preceding paragraphs and their solution thus rests, in part, on the stabilization of labour and the attainment of more adequate levels of living. There is also great need for services to help individuals and families to adjust to urban conditions; this is a major aim of social policy in the towns and cities. The Committee examined the measures taken in the provision of family and child welfare services, public assistance, youth welfare, juvenile delinquency services, rehabilitation of the handicapped, community organization and informal adult education for both men and women. Welfare services exist in most Territories and are provided by the central and local governments, voluntary organizations and, in some instances, industrial concerns. Effective work is being carried out in the field of family and child welfare,

youth welfare and juvenile delinquency, but the scope of programmes is restricted both by budgetary considerations and by the lack of trained personnel.

85. In view of these restrictions, as well as the poverty, unemployment and under-employment which are characteristic of urban centres, the Committee feels that a maximum effort should be directed towards the improvement of family levels of living within territorial schemes for economic and social development, and towards the expansion of preventive and constructive social services. The raising of levels of income and of living should also permit the development of social security schemes. In this connexion, the Committee suggests that studies should be carried out in all Territories where wage-earning employment has reached significant proportions in order to determine the possibility of introducing schemes of social security. This, the Committee feels, is essential if the stabilization of urban populations is to be achieved.

86. The Committee endorses the suggestion made at the forty-third session of the International Labour Conference that the existing mechanisms of social and labour policy should be re-examined in order to see to what extent they are capable of dealing with the problem of those living in substandard conditions, in particular the casual and self-employed workers. It is noted that protective labour legislation, social security, vocational training schemes and housing schemes tends to benefit only that part of the working population whose skills and employment status place them in a far better situation than the numerous urban poor. The Committee considers that these observations are applicable to many of the Non-Self-Governing Territories and it supports the view that the particular needs of the urban poor require careful study to determine what innovations in labour and social policy may be required to deal more effectively with their problems.

87. The Committee notes that, despite the problems which often accompany urbanization, it is a part of change from which nations, families and individuals may benefit. Industrialization and urbanization provide an economic base for a more rapid passage to modern conditions, and this is not limited to the economic sphere. The growth of towns also makes possible a large accumulation of capital and personnel for social and cultural purposes. It permits a wider range of cultural freedom and the freer exchange of ideas. An urban environment creates a climate favouring innovations and stimulating a faster pace of cultural change. Even today, people in towns are exerting great influence on political life and therefore on patterns of development. This influence will undoubtedly increase. Thus towns have an importance out of proportion to the relative size of their population.

## V. Aspects of labour problems

### LABOUR MANAGEMENT RELATIONS

88. A number of general factors account for the slow growth of the trade union movement in most of the Non-Self-Governing Territories in comparison with countries where modern industrial organization has become firmly established. Wage employment is seldom the norm of economic activity and even where wage employment has become more wide-spread, the extent of casual employment, under-employment and even structural unemployment creates a pattern different from that of the more



industrialized countries of the world and has important implications for trade union development. Agricultural workers who represent either a majority or a substantial proportion of the wage-earning population in most Territories, as well as workers in domestic service, are generally difficult to organize for trade union purposes, especially when the workers are tied to their employer by basic amenities like housing.

89. In many areas, the indigenous population are by custom and institutional practice limited in the main to semi-skilled and unskilled occupations. This, coupled with other social factors, has occasionally contributed to the organization of trade unions on racial lines in some Territories. The prevalence of migratory labour among the wage-earning population accentuates the organizational problems of trade unions and makes difficult the building of a continuous and stable membership interested in negotiating long-term conditions of employment. Finally, unemployment and intermittent employment also militate against the development of stable and effective trade unions and reduce the possibilities of effective collective action by workers in favour of better wages and working conditions.

90. The need for legislation to encourage or protect the development of trade unions is now generally recognized and the relevant statutory provisions have been enacted in almost all Territories. In the United Kingdom Territories, trade union legislation reflects to a large extent the principles of United Kingdom law and practice. Freedom of association is generally assured to all persons irrespective of race in all United Kingdom Territories. The trade unions in United Kingdom Territories are required to register with a Registrar of Trade Unions appointed by the Government and registration may be refused or existing registration cancelled in certain circumstances. With two or three exceptions, the only statutory restrictions placed upon strikes in the United Kingdom Territories occur in essential services where a stoppage would have a serious and immediate effect upon the life and health of the community. In a few Territories there are legal restrictions on political and other activities of trade unions.

91. The situation concerning trade unions in the United States Territories is similar to that in the metropolitan areas. In Netherlands New Guinea there is no special trade union legislation. Under the general law, however, no prior permission of the Government is required for the formation of associations, but to be incorporated all associations require legal recognition. In New Zealand Territories, special laws provide for the formation and registration of trade unions.

92. Workers have taken advantage of existing legislation, in varying degrees, to organize themselves into trade unions; in most of the Non-Self-Governing Territories, the trend in both the numbers and membership of these organizations has decidedly been upwards. Although there is no statutory requirement to this effect, an important feature of trade union organization in the East and Central African Territories has been a tendency for workers to organize along racial lines. In Northern Rhodesia, for example, European, Asian and African workers are organized separately. The Committee notes that in recent years there has been a very considerable growth of employers' organizations in certain Territories.

93. Information from a number of Territories indicates that progress has also been made by trade unions

in protecting and advancing the industrial and occupational interests of their members and in meeting other needs. Despite this progress a number of difficulties remain. Some Territories still lack trade union organizations, but this is the exception rather than the rule and seems to be largely explained, in the absence of any law forbidding trade union organization, by the relatively low level of industrial employment; however, even where trade unions exist, they still manifest characteristics which are not favourable to the effective pursuit of their main functions, especially collective bargaining. In many cases, partly because of the general difficulties of illiteracy, communications, etc., the trade union movement remains in many Territories a limited representation of the general body of workers. The number of unions also tends to be many more than the enrolled membership would normally warrant for effective functioning and most unions are accordingly very small in size.

94. In these circumstances the bargaining strength, for example, of many trade unions tends to be inadequate. Because of their size and the failure of many members to pay union dues regularly, these organizations are generally weak financially. They are, therefore, often unable to provide the social benefits or educational programmes required to sustain the continuous interest of the rank and file, and to stimulate further enrolment, or to recruit and retain the best type of local leader because of inability to offer good conditions of service. This latter fact is often reflected in the inadequate manner in which many trade unions are administered.

95. In some areas, the fact that unions are, as already indicated, sometimes organized on a racial basis seems to affect industrial relations adversely. It tends not only to undermine the solidarity of the workers and to prevent the development of a common approach, but it has often led to a duplication of the machinery of collective relations. Employers under these circumstances have sometimes found that terms and conditions of service which are agreed upon with a trade union of one race cause dissatisfaction among trade unions of another race. An unsympathetic attitude on the part of certain employers has also been a source of much difficulty to trade unions in some Territories, for example, in Africa, but the Committee is glad to note that this situation is improving. Some enlightened employers have, in recent years, demonstrated a sympathetic approach to trade union development and have proved in some instances to be an encouraging factor in the development of trade union organization in certain Territories.

96. In most Territories, much has been done by the public authorities, international organizations, the local trade union organizations and other institutions to tackle many of the existing trade union problems. In the United Kingdom Territories, the labour departments have as one of their major functions the education of workers in the principles and techniques of trade union organization. This work is supplemented by special training courses for trade union leaders organized by officials of the departments specially recruited for the purpose. There is also growing emphasis on the training of rank and file members, a work in which the extramural departments of the university colleges are playing a very important part. Important assistance is given by the British Trades Union Congress, and the International Confederation of Free Trade Unions has established a labour college in Kampala, Uganda. Sometimes employers have contributed generously both in terms of

finance and of the granting of special paid leave to workers to attend courses on industrial relations.

97. In spite of these efforts much remains to be done. In particular, there seems to be a special need to enact legislation, where it does not already exist, to enable workers and employers, without distinction, to organize and function satisfactorily and freely. In those Territories where legislation already exists much, no doubt, depends upon the manner in which the various legislative provisions are administered in practice. Nevertheless, in certain Territories there appears to be some margin for modification of existing legal requirements with regard to the points suggested by the ILO in its report to the Committee.<sup>11</sup>

98. In the circumstances prevailing in many Territories at the present time, there is definite need for the advisory services of the Governments. However, this service should not be of such a nature as to restrict the normal field of activity of the trade unions or to subject them to the danger of political domination or control. There are still some Territories where the law places restrictions on strikes and lockouts and where safeguards do not yet exist against unfair labour practices. The Committee welcomes the information that the application of the ILO conventions on these matters has been extended to the Territories under United Kingdom administration, and hopes that similar action will be taken by those Governments which have not yet done so. There is also a need to further the development of organizations of employers for the effective utilization of collective bargaining procedures with the trade unions. Such organizations facilitate the conclusion of industry-wide collective agreements, where appropriate, and may help to overcome the fear held by certain employers that to recognize trade unions or to conclude agreements with them may place the employers concerned in a less competitive position than that of other employers who are not so restricted.

#### SOCIAL SECURITY MEASURES

99. It is generally accepted that one way of stabilizing manpower is to give workers effective protection against occupational and other hazards, and that it is consequently desirable and appropriate in the present circumstances to broaden the scope of existing legislation and even to ensure coverage for other contingencies.

100. A few Territories have over-all social security schemes for wage earners that are comparable to those in certain highly industrialized countries. This is the case in the United States Virgin Islands, Guam, American Samoa, Gibraltar and Malta.<sup>12</sup>

101. In nearly all the Territories there is legislation providing for workmen's compensation based on the employers' liability. In some, employers are liable to provide for maternity benefits and a few also provide sickness benefits. The legislation has been amended in the majority of cases during the last ten years, and in certain Territories proposals for new compensation systems are now under consideration. There is, however, no legislation on workmen's compensation in the Cocos (Keeling) Islands under Australian administration, in the Seychelles Islands under United Kingdom administration, or in New Hebrides, a condominium under joint United Kingdom and French administration. While

there is no general legislation on workers' compensation in Territories under New Zealand administration, a Special Committee has been inquiring into conditions of labour and employment in the Cook group and has placed special emphasis in its recommendations on workers' compensation.

102. The scope of the orders and regulations varies considerably. In general, all persons, including apprentices who enter into or work under a contract of service, regardless of the form of such a contract, are protected. The persons protected generally include agricultural workers, except in Hong Kong. In Jamaica, Grenada and Trinidad and Tobago there is a limitation on the size of the agricultural establishment covered by the registration. All schemes provide compensation for personal injuries caused to a workman by an accident arising out of and in the course of his employment. In most of the Territories where occupational diseases are covered, the same compensation standards are applied to the two causes of incapacity, provided such a disease is listed in a special schedule. Occupational diseases are not covered or are insufficiently covered in Aden, Dominica, the Bahamas, Barbados, Grenada, Hong Kong, St. Helena, St. Lucia, St. Vincent, and in other Territories where there is no workmen's compensation.

103. In a large number of Territories, in the event of industrial accidents, medical, surgical and pharmaceutical treatment are the responsibility of the employer, the same being true of hospitalization. In exceptional cases, such as in Swaziland, injured persons receive free treatment in government hospitals in the absence of legal provisions establishing the employer's liability for medical care. In all United Kingdom Territories, the employer's obligations for medical treatment do not exceed a certain sum. In general, the various legislations make a distinction between the temporary or permanent nature of incapacity for work. It is generally recognized that the compensation is payable for the entire period of incapacity for work preceding complete cure, the consolidation of the injury or death. However, certain regulations impose time-limits on the benefit period; this time-limit may be set at five years (e.g. North Borneo, Sarawak, St. Helena), eighteen months (Northern Rhodesia), twelve months (United States Virgin Islands), etc.

104. Compensation granted to injured workmen in the event of permanent disability or death is made either in the form of a pension or, more often, in the form of a lump-sum payment payable either on one occasion or in several instalments.

105. Special assistance for sick workers is in most cases provided at the expense of the employers and generally consists of medical care, the supply of medicine and drugs and hospitalization in public health clinics, or hospitals or sometimes in medical and health centres set up by private undertakings; this medical care is seldom supplemented by the granting of sick benefits. Sick workers in the public service frequently receive cash benefits of varying amounts in addition to free medical care.

106. In most Territories, public health and social welfare services jointly cover the contingency of maternity for the general population. The provisions of the regulations for the protection of women workers, however, vary a great deal. Whereas entitlement to free medical care is generally granted, only a limited number of Territories set a term during which a pregnant woman may remain absent from work without notice.

<sup>11</sup> A/AC.35/L.332, para. 39.

<sup>12</sup> See also A/AC.35/L.333.

107. Coverage afforded for the contingency of old age takes a variety of forms. In general, schemes financed exclusively by the Government and making regular grants of pensions, subject only to a means test and compliance with conditions of residence, operate only in certain Territories in the Caribbean and in the Far East. Such schemes exist for the whole of the population in Trinidad and Tobago, British Guiana, St. Kitts-Nevis-Anguilla, Barbados, Brunei and Mauritius, and only for non-indigenous persons in Northern Rhodesia. The pensions are not designed to correspond to minimum subsistence levels. In Africa there are no such general schemes granting old-age pensions to the whole population based on means tests. The Committee expresses the hope that similar old-age pension schemes will be introduced in other Territories.

108. In most Territories all permanent civil servants or, in some cases, civil servants above a certain grade now receive non-contributory pensions. In one or two African Territories such schemes have as yet been established mainly for non-African workers. With regard to the private sector, there are schemes applicable to particular industries or occupations as well as comprehensive schemes which fit into the general social security system. In most of the United Kingdom Territories, large private firms have voluntary and contributory pension or provident fund schemes mainly for their European workers.

109. In almost all the Non-Self-Governing Territories no provision has been made for widows' and orphans' pensions save as a consequence of employment injury, except for specific categories of workers, including public servants and European workers in a few Territories.

110. The Committee notes that plans for better coverage of a variety of contingencies are now under consideration in a number of Non-Self-Governing Territories. In Jamaica a pensions authority will formulate and administer old-age pension and other superannuation schemes for categories of employees or persons engaged in particular industries. In 1960, the ILO recommended the adoption of a compulsory social insurance system in a report to the Government of Trinidad and Tobago. In 1954, a report on possible social security measures which could be introduced in British Guinea was prepared by a United Kingdom expert. His main recommendation, the establishment of a contributory social insurance scheme, was accepted in principle by the Government, but has not yet been implemented. In Barbados, following an inquiry carried out in 1954, a social security expert recommended the establishment of an old-age and invalidity fund financed from equal employers' and workers' contributions.

111. In a number of United Kingdom Territories, including Kenya, Swaziland and Uganda, the extension of the legislation on compensation for occupational accidents to cover occupational diseases is contemplated. In Kenya, a committee representative of all races recommended in 1957 that a compulsory pension scheme should be established for all employees who were not yet covered by similar schemes such as that for permanent government employees. The committee's report is still under consideration. There is little information on the current plans concerning further development in the Asian, Pacific and Indian Ocean Territories, but the review of existing workmen's compensation legislation is a continuing process.

112. In section IV of this report, dealing with aspects of urban development, the Committee suggests that studies should be carried out in all Territories where wage-earning employment has reached significant proportions in order to determine social security needs. The Committee notes that recommendations have been made in a number of Territories for the introduction of compulsory social insurance schemes, but that as yet these have not been acted on by the Governments concerned. Such programmes will be required in all centres of employment where there is need to stabilize the population and, in African Territories, as an alternative to the movement of wage earners back and forth between employment and subsistence farming.

#### CONDITIONS OF EMPLOYMENT FOR WOMEN

113. At its 1960 session, the Committee noted that the shift towards a money economy in many of the Territories gave many women the possibility of achieving a degree of economic independence as a result of wider opportunities to produce goods for the market, rather than for subsistence, and to enter paid employment. Information before the Committee<sup>13</sup> indicates, however, that in most Territories women are inhibited from playing a greater part in the money economy by the low level of education as well as by social tradition.

114. Progress is, however, taking place in these Territories. With urbanization there is a growing tendency for existing prejudices against the employment of women to disappear; furthermore, the cost of living in urban areas often makes it imperative to supplement the man's wages with the earnings of the wife or daughters. An increasing number of girls are benefiting from educational opportunities and the jobs open to women are likely to become more numerous. However, only by rapid economic development will the present situation be appreciably altered. This does not apply to the more highly skilled jobs, particularly where services are concerned, and there is already evidence of employment opportunities for women in several African Territories as office workers, nurses, teachers and shop assistants.

115. For traditional and material reasons, both general education and vocational training facilities for industrial, commercial and other employment for girls are still very limited. In order to enable women in Africa and elsewhere to play their rightful part in the development of their countries, particularly in certain key occupations where they are usually predominant (teachers, child-care workers, social workers, nurses, etc.), the general education and vocational training of girls will have to develop considerably. There is an immediate need to study ways of remedying the present shortages rapidly, by empirical methods if necessary, but the needs are not limited to this. Employment for women will probably tend to expand, although slowly, in a whole series of less skilled jobs, particularly in industry. As long as a large proportion of this labour force remains uneducated and without industrial experience and is only partly assimilated to the urban environment, women's adaptation to industrial life, and consequently their working efficiency, will largely depend on further industrial growth and on the efforts made to teach them their new tasks and to assist them in overcoming the psychological difficulties caused by the change in habits and surroundings. It is by raising the level of education, promoting the stabilization of the town population and, particularly, by taking

<sup>13</sup> A/AC.35/L.330.

steps to create decent living conditions in the urban environment for working women and their families, that women in the Non-Self-Governing Territories can be most directly encouraged to participate actively in the modern economy.

116. In view of the importance which the traditional economy will retain for a long time to come and the predominant part which women play in it, there is need for the further expansion of women's activities and adult education. Such efforts would lead to an improvement in rural living conditions.

117. The Committee notes that night work in industry and work in processes which require a particularly strenuous effort are forbidden to women by legislation in many Territories. However, these laws do not generally apply to agriculture.

118. The great majority of women in the Non-Self-Governing Territories are still engaged in agricultural work on farms of the family or tribal type, and receive no wages for their work. This type of work is still very wide-spread in most agricultural Territories. Where the agricultural unit is the family-type farm, the women's work is often extremely hard and wearisome. For example, in the African Territories, in addition to their household chores, the women are responsible for the greater part of all agricultural activities and even have to carry water, cut and carry firewood, and grind maize or other cereals. The situation is aggravated when the men go to work in the towns or in other Territories, as happens in Nyasaland where they go to work outside the Territory.

119. The women wage-earners engaged in agriculture in certain Territories are usually to be found in seasonal occupations and mostly in plantations. The number of women wage-earners in agriculture, though small compared with the number of women working in subsistence agriculture, has increased in recent years in many Territories. However, it is still in general far below the number of male workers.

120. The Committee notes that in many Territories women are paid less than men for work of equivalent value, and reiterates the view expressed at its eleventh session that there should be equal remuneration for men and women workers engaged in work of equal value.

#### VOCATIONAL TRAINING FACILITIES AND EMPLOYMENT OPPORTUNITIES

121. The Committee had before it a report prepared by the ILO on vocational training facilities and employment opportunities for indigenous workers in Kenya, Northern Rhodesia and Nyasaland.<sup>14</sup> The subject of vocational and technical education has already been briefly touched on in the section of this report dealing with aspects of urban development.

122. In Kenya, new emphasis has been placed on vocational and technical training. The first step in the vocational training system is provided by five trade schools where, in 1960, 1,128 apprentices were being trained in ten artisan trades. The next step consists of technical training given in evening classes organized by the Nairobi Technical High School. Work on the first buildings for the Kenya Polytechnic in Nairobi has been completed and classes in commercial and craft subjects are being held. The Royal College in Nairobi provides higher technological, professional and vocational training

leading to special certificates or diplomas and will soon offer training up to degree level. Of approximately 260 pupils enrolled in 1958/1959, some 110 were Africans. The facilities available for advanced training are not sufficient; hence in some cases it must be obtained overseas; students are assisted to go overseas either to the United Kingdom or to other countries. In-service training courses, normally lasting twelve months, are provided by the more important government departments and the East Africa Railways and Harbours Administration. Apprenticeship as a form of training is not widely developed in Kenya.

123. In Northern Rhodesia there is one technical college for Africans and the need for a second institution is recognized. The college provides four-year courses leading to the City and Guilds Institute Intermediate Certificate in such fields as carpentry and motor mechanics. There are twenty-one trade schools which provide three-year courses at the post-primary level. The Apprenticeship Ordinance was amended in 1958 to permit Africans to be employed as apprentices, but thus far none has taken advantage of this provision. There is some training by government departments. The four major copper mining companies conduct extensive schemes for training African employees, and opportunities for their advancement have been increased since 1955 by the opening to Africans of many new categories of work which had previously been reserved for Europeans.

124. In Nyasaland, there is an Artisan Training Centre which had an enrolment of 130 in 1958, but most African trade training is undertaken within industry or government departments. There is a severe shortage of artisans and craftsmen and an extension of facilities for technical education and training is being planned.

125. The Committee commends to the attention of the Administering Members two resolutions on vocational and technical training adopted by the Committee on Vocational Training of the First African Regional Conference of the ILO. The first resolution is concerned largely with the training of instructors for vocational training centres, foremen and supervisory staff for co-operatives. The second contains policy recommendations on a number of matters.<sup>15</sup>

126. With reference to employment opportunities, recent demographic and social trends (in particular, the increasing commitment of the indigenous population to a modern economy) have led to a situation where, by and large, the demand for wage-earning employment in the East and Central African Territories for the first time exceeds the wage-earning opportunities. This has led to keener competition for the available opportunities and to the emergence of a recognizable element of unemployment in urban centres. As in other parts of Africa, the extent of the problem appears to have developed more quickly than had been anticipated. The need is now being felt for improved manpower information services to keep track of changes in the labour situation as they take place, to assist Governments in looking ahead and to help them to plan their employment policy accordingly.

127. In some Territories, these problems are complicated by the presence of communities of different ethnic origin. Immigrants who came or were brought into these Territories to assist in the development of their economies, whether from African, Asian or European countries, have formed their own communities which have

<sup>14</sup> A/AC.35/L.331.

<sup>15</sup> ILO: *First African Regional Conference*, Lagos, December 1960, AFRC/1, P.R.9, Appendices, pp. 12-26.

tended to concentrate on their own sectors of the employment market. Until recently there has been little social contact between the different communities and little attempt to encourage mutual understanding between them.

128. There is now a growing appreciation that the continued economic and social development of the Territories during the period of transfer of an increasing measure of political responsibility to the indigenous population can only flow from the full co-operation of members of all groups who are prepared to work together for the common good. The present need in the field of employment is for a steady increase in both employment and training opportunities open to all residents on an equal basis and this can only take place in an atmosphere of economic stability and interracial amity. The Committee believes that every effort should be made to achieve this objective.

#### SOCIAL WELFARE FACILITIES FOR WORKERS

129. The available information<sup>16</sup> shows that welfare facilities for workers such as housing accommodation, medical services, canteens, educational, transport and recreational facilities and community centres, are provided in varying degrees in the Non-Self-Governing Territories. The provision of housing for workers by employers is often required by law, particularly for unskilled workers recruited under written contracts to work at places far from their homes, especially in mines, plantations or forestry employment. Employers may be required to provide free accommodation for other workers who work at a distance from their homes, or for workers whose income is below a prescribed sum. The housing accommodation provided by employers is generally free, although the workers may, in certain cases, have to pay a small rental. Where actual accommodation cannot be provided by employers a rent allowance has to be given to the workers.

130. Some outstanding housing projects for workers are found in the oil industry in Brunei and Sarawak, the mining industry in Northern Rhodesia and certain large manufacturing and public utility undertakings in Hong Kong. In Nyasaland, the model village constructed by the Imperial Tobacco Company near Limbe is regarded as one of the finest African housing schemes in Central Africa. In most of the Territories, however, the housing provided by employers is mainly of the temporary type and of low standard. In recent years, increasing efforts have been made by employers, sometimes with government encouragement, to improve the standards of workers' housing, it being recognized that modern and comfortable housing will attract a permanent work force. In Hong Kong, a number of new housing projects for workers have been constructed by employers since the war.

131. Progress has been made in constructing permanent housing for workers with basic conveniences for comfort and hygiene in such Territories as Jamaica, Mauritius, Nyasaland and Uganda. In the last few years, workers on the sugar estates of Antigua, British Virgin Islands, Jamaica, Mauritius, Montserrat, St. Kitts-Nevis-Anguilla and Trinidad and Tobago have been given grants and long-term loans, from their respective sugar industry labour welfare funds on an interest-free basis, so that they can construct and own their homes,

subject to certain minimum specifications. Loans are also given to enable the sugar workers to repair or enlarge their dwellings.

132. The larger plantations and mines in the Territories are usually legally bound to provide medical care for their workers. The mining industry in Northern Rhodesia, the oil industry in Brunei, North Borneo and Sarawak and the sugar industry in Mauritius have provided modern hospitals to take care of their employees. Other employers have provided first-aid facilities, dispensaries and clinics; in some cases arrangements are made with private doctors to take care of the workers at the employers' expense. Medical services for workers are generally provided free, and these services are often enjoyed by the workers' dependants. In providing medical services for their employees, some employers are faced with the problem of obtaining suitable medical workers.

133. Various types of feeding arrangements are provided by employers for their workers. Canteens exist in some industrial undertakings in Africa, for example in Kenya and Uganda, and in Hong Kong, Jamaica and Antigua. In some Territories it is a legal obligation for the employer to provide free food for his employees. Some employers also give rations.

134. Educational facilities in the Non-Self-Governing Territories are provided by some employers for their workers and the workers' children and supplement governmental schemes. For instance, adult education programmes are operated by three of the copper mining companies in Northern Rhodesia for their African workers. In other Territories, such as British Guiana, adult education is provided on the sugar estates; in Hong Kong adult education is also provided by employers in some cases; and in Jamaica adult education classes are run in the community centres financed by the Sugar Industry Labour Welfare Board.

135. In several Territories a wide range of recreational facilities, including indoor and outdoor games and sports and cultural activities, is provided by the employers for their workers, and an increasing number of community centres have been established in the last few years.

136. In recent years there has been a growing interest among employers in workers' welfare. For instance, in Africa, welfare officers have been appointed by the mining companies and the railways in Northern Rhodesia. Several undertakings in Hong Kong have similarly appointed welfare officers to work in their welfare departments. In the Caribbean area some welfare officers are working in the sugar industry in British Guiana and Jamaica, and three undertakings in Trinidad and Tobago have appointed welfare officers. In the sugar industry in British Guiana and in one mining company in Northern Rhodesia additional welfare officers are being trained.

137. The Committee considers that the provision of satisfactory housing, medical services, canteens, community centres and other welfare facilities by employers should be given maximum encouragement by the Governments of the Territories. Such measures, together with others suggested elsewhere in this report, should contribute to the improvement of levels of living and lead to the establishment and expansion of a stable and progressive work force.

#### VI. Treatment of juvenile offenders

138. In view of the comprehensive survey of juvenile delinquency which the Committee undertook in 1960 in

<sup>16</sup> A/AC.35/L.339 and Corr.1.



connexion with the report on progress in the Non-Self-Governing Territories, the Committee has at its present session dealt solely with recent trends in the treatment of juvenile offenders. While the information before the Committee was based on an attempt to analyse statistically the disposition made by the courts of juveniles found guilty of offences subject to legal penalty, it must be recognized that deficiencies in the data available make it difficult to verify statistically territorial trends in the application of different measures of treatment by the various courts.

139. Some Administering Members, while agreeing that better and more reliable statistics were necessary, stressed the difficulties arising from the lack of internationally valid criteria on which to base these and the need for experienced staff capable of preparing and interpreting them. The Committee considers that steps towards the more detailed and exact reporting of the court disposition of juveniles might be taken if statistics on each Territory were prepared by one authority that would be responsible for their reporting and if the principal court dispositions relating to juveniles were reported separately from similar statistics concerning adult offenders in a table specifically formulated for this purpose.

140. The Committee notes that in the Non-Self-Governing Territories juvenile delinquency has not yet assumed serious proportions and that all Administering Members are taking steps to expand preventive services, particularly in those Territories where industrialization and organization are weakening the sanctions regulating conduct and behaviour in traditional societies and where the home and other environmental conditions may be conducive to antisocial behaviour. The United Kingdom Government is pressing territorial Governments to establish preventive services, and a comprehensive model ordinance is being prepared which will cover not only the treatment of offenders but services for the care and protection of children as well. In Papua, consideration is being given to the introduction of legislation dealing specially with child welfare matters, the constitution of children's courts with children's magistrates and the recognition of certain institutions as suitable for the care and education of delinquents.

141. Information before the Committee<sup>17</sup> indicates that in a number of African and non-African Territories the imprisonment of juveniles was not uncommon in 1958 or 1959. In some cases, it seemed to be on the increase even where new special institutions had been opened. The United Kingdom delegation informed the Committee that, more recently, young persons between the ages of fourteen and sixteen or seventeen in non-African Territories were seldom sent to prison on conviction. In African Territories, there has been a considerable reduction in the number sent to prisons and in some instances these are either reform schools of the Borstal type or entirely separate institutions which provide special training for young offenders of this age group.

142. Approved schools for young offenders exist in all of the larger United Kingdom Territories and in most of the smaller ones. The Committee notes, however, that there is a lack of such institutions for girls in most Territories. It was explained to the Committee that this was due to the very low incidence of delinquency among girls, although it might be necessary in the near future

also to provide some special institutions for girls. In some Territories, alternative arrangements had been made with voluntary organizations to provide institutional treatment.

143. In a number of Territories increasing use is being made of institutions, not only for the treatment of juvenile delinquents, but also for juveniles in need of care and protection or in moral danger. Consequently, existing institutions are insufficient despite the post-war building programme. Wherever possible, more attention is being given to supervision outside closed institutions.

144. Juveniles guilty of minor infractions are still commonly awarded fines in some Territories although it is doubtful whether such penalties always serve a useful purpose in the case of juveniles. Significant progress has been made in the virtual abandonment of the penalties of expulsion and deportation. On the other hand, repatriation, although not prescribed as often as previously, is still occasionally used in a few African Territories as a convenient way of reducing the number of young people who drift into the towns and with whom the social services are not equipped to cope.

145. The Committee notes that while probation is well established and widely used in the courts in the Caribbean region and some other Territories, in other regions a much smaller proportion of the juveniles found guilty are awarded this form of treatment. This is due to the fact that only a few courts are as yet able to make use of the services of probation officers. The Committee was informed that in Territories under United Kingdom administration the probation system was being used to the limits of the capacity of the existing officers and that its extension depended on the training and appointment of additional welfare workers. The Committee notes that despite the great increase in probation staff in the last ten years, case-loads remain very heavy.

146. The Committee notes that corporal punishment of male juveniles has either been abolished or is seldom awarded by the courts in most United Kingdom Territories outside Africa. In Africa, corporal punishment continues to be used and is still sometimes the principal measure of treatment of juveniles guilty of offences which do not require institutionalization. This is true not only in Territories where few alternative methods of treatment are available, but also in Territories where social services are more developed. The Committee was informed by the United Kingdom delegation that corporal punishment, although still applied in Africa, tends to diminish gradually as a method of dealing with juvenile delinquents. In the United Kingdom Territories it has been declared an unsatisfactory method of treatment justified only in exceptional circumstances which should become increasingly rare. The Committee was informed that the complete abolition of corporal punishment in these Territories was dependent on the introduction of other sanctions as well as on the availability of trained personnel and appropriate institutions. The Committee notes that, while provision for corporal punishment under special safeguards and supervision still exists in Papua as an alternative to imprisonment, it is rarely used. It is forbidden by law in Netherlands New Guinea and in United States Territories. The Committee recommends that corporal punishment should be totally abolished in all Territories and that efforts should be intensified to provide preventive and other corrective methods aimed at the re-education of the juvenile offender and his reintegration in the community.

<sup>17</sup> A/AC.35/L.329 and Corr.1.

## VII. Public health and nutrition

147. The importance of health in relation to social well-being and material progress in the Non-Self-Governing Territories has been stressed by the Committee at its previous sessions. At its twelfth session, the Committee, considering that very full data had been embodied in its report on progress in the Non-Self-Governing Territories in 1960, decided to give particular attention to such aspects as trends in the indices of crude death-rates and infant mortality rates and the situation with regard to communicable diseases, environmental sanitation and nutrition.

148. If the levels of health in the Non-Self-Governing Territories are accurately reflected in the indices of crude death-rates and of infant mortality rates, these levels are definitely improving. In almost all Territories for which these indices are computed there is an unmistakable downward trend, which indicates that more human lives are now being saved from premature death than ever before. However, in comparison with modern standards, the levels at which these indices actually stand are still high; in many Territories, out of eight or ten infants born alive during the course of a calendar year, one dies before it reaches its first birthday.

149. Communicable diseases, poor environmental sanitation and an inadequate diet are among the principal direct causes of this state of affairs. Malaria, yaws, trypanosomiasis, bilharziasis, tuberculosis, leprosy and intestinal infestations are among the ailments which still prevail among vast numbers of inhabitants in the Non-Self-Governing Territories. It is therefore natural that the major activity of health services in these areas is directed against these communicable diseases, some of which have by now shown signs of considerable abatement. Yaws is being brought into the final stage of complete eradication in almost all Territories where it is endemic, and successes in malaria eradication are also taking place. Campaigns to control the prevalence of these and other tropical diseases such as yellow fever, bilharziasis and leprosy are in progress in many other Territories. Projects undertaken by the local Governments with the co-operation of WHO and UNICEF are now in process with the aim of controlling malaria in sixteen Territories, *aedes aegypti* in thirteen Territories, yaws in nine Territories, tuberculosis in six Territories, leprosy in three Territories, bilharziasis in two and venereal diseases in one Territory.

150. The direct attack against the prevalence of existing endemic diseases represents but the initial phase in the process of raising the levels of health of the peoples in the Non-Self-Governing Territories. A permanent consolidation of these gains can only be achieved with the parallel development of adequate curative and public health services in each Territory, improvements in nutrition and environmental sanitation and the training of staff. In this respect the activities of WHO and UNICEF in 1960 included projects dealing with environmental sanitation in nine Territories, child feeding and improved nutrition of vulnerable segments of the population in fourteen Territories, development of basic health services in twelve Territories and promotion of training facilities, especially for nurses, in twelve Territories. Also of great importance are the various inter-county regional programmes carried out under the aegis of WHO.

151. Water supplies and sewage disposal systems seem to be inadequate in all Non-Self-Governing Territories.

For example, in the Caribbean area, where some of the more advanced Territories are located, it has been said that not one Territory has a water supply and distribution system adequate for the present needs of its people, and sewage disposal systems cannot be expanded in the absence of an adequate water supply. As a consequence, typhoid and paratyphoid fevers, dysenteries and intestinal infestation and other water-borne infections assume seasonally epidemic proportions. Environmental sanitation is one of the most difficult public health problems but more vigorous action in this area is required if basic health problems are to be solved.

152. The same holds true for the inadequacies observed in the status of nutrition and the dietary habits of the peoples in many Non-Self-Governing Territories. With regard to food consumption at the retail level, clinical observations and surveys on family budgets indicate the existence of extensive areas in which people are undernourished, especially during the "hungry" seasons. Symptoms of malnutrition in the form of kwashiorkor, pellagra, scurvy, night blindness, anaemia and retarded corporal growth among children are found frequently in certain Territories, and the average intake of food consumption among the total population seldom exceeds the lowest acceptable norm per person, per day.

153. Conversely, an analysis of family budgets with respect to the cost of food and its composition brings forth two major weaknesses: first, a seriously unbalanced diet, and second, an insufficient family income. The unbalanced diet is manifested in the low intake of nutritives of high biological value, such as protein of animal origin, vitamins and minerals and, also, oils and fats, and a high proportion of carbohydrates, which in terms of calories account for up to 80 per cent or more of the daily food consumption. This constitutes a poor diet, for it fails to meet the biological requirements of, at least, growing children, pregnant women and sick persons, among whom the need for high quality food exceeds that of the general population.

154. In most Territories, low family income seems to be one of the principal causes of this state of affairs. Because there is not enough money, some one-half to three-quarters of the total income is often spent on food, and the quality of the food purchases is often sacrificed to the quantity needed, to satisfy the needs of a large-size family. Other factors such as primitive methods of cultivation, unsuitable storage of crops and dietary taboos and customs also make the problem of improvement of nutritional levels extremely complicated. It is for this reason that concerted programmes of development in this field have a multi-faceted aspect; some are directed towards increasing food production, while others are directed towards promoting health education especially in matters of nutrition and, also, towards improving family income so that it conforms to the size and the composition of the household.

155. Another problem of considerable importance for the advancement of health levels in Non-Self-Governing Territories is the shortage of medical and auxiliary personnel which is inadequate to give a minimum standard of health coverage. Only a handful of medical schools and training centres for medical and public health staff now exist in the Territories, and the function of these institutions is often hampered, among other factors, by inadequate systems of basic education or by insufficient budgetary appropriations. The need for expansion of national institutions for the training of professional and

auxiliary health personnel has become the keystone to further health progress in the Non-Self-Governing Territories. In this respect it is of interest to note the link which exists between health, education and national *per caput* income; in the limited studies available on the Non-Self-Governing Territories, it becomes evident that low mortality rates and a better nutritional level are usually associated with high literacy and a more or less adequate family or national income.

156. Progress in health and nutrition requires co-ordinated action in many different fields; until the peoples in the Non-Self-Governing Territories are able to cope more adequately than at present with their own requirements, international co-operation in the form of well-planned and efficiently executed programmes of action will be needed for a long time to come. In this connexion, the Committee commends WHO, UNICEF and the various regional organizations for the assistance rendered by granting fellowships, conducting surveys, assisting in the control of tuberculosis, malaria and other endemic diseases, and providing a number of other health and social services.

157. The Committee wishes to stress the important role community development and adult education play in the improvement of health by encouraging interest in sanitation, eradicating endemic diseases and sponsoring improvements in nutrition, clothing, child care and water supplies.

## VIII. Racial discrimination

### INTRODUCTION

158. By resolution 1536 (XV), of 15 December 1960, the General Assembly endorsed the view of the Committee on Information from Non-Self-Governing Territories that racial discrimination was a violation of human rights and constituted a deterrent to progress in all fields of development in the Non-Self-Governing Territories.<sup>18</sup> The General Assembly also recommended that the Administering Members immediately rescind or revoke all laws and regulations which tended to encourage or sanction directly or indirectly discriminatory policies and practices based on racial considerations and that the Administering Members do their utmost to discourage such practices by all other means possible.

159. In the same resolution the General Assembly urged the Administering Members to give full and immediate effect to the recommendations of the Committee that measures to solve the problem of race relations should include the extension to all inhabitants of the full exercise of political rights, in particular the right to vote, and the establishment of equality among the members of all races inhabiting these Territories.

160. The General Assembly also requested the Administering Members to furnish the Committee with all relevant information pertaining to that resolution so as to enable the Committee to submit a report to the sixteenth session of the General Assembly.

161. The present section of the report of the Committee, while forming an integral part of the Committee's report on social advancement in Non-Self-Governing Territories, is also submitted to the General Assembly in compliance with the aforementioned resolution.

162. In the consideration of the question of racial discrimination in Non-Self-Governing Territories and in

the preparation of the report, the Committee had before it a study prepared by the Secretariat on racial discrimination in the Territories<sup>19</sup> based on the information transmitted annually by the Administering Members under Article 73 e of the Charter. The Committee had also noted the statements orally presented by the delegations of Australia, the Netherlands, New Zealand, the United Kingdom and the United States concerning the situation in the Territories under their administration and containing more recent information which had not been available to the Secretariat when its study was being prepared. In addition, the Committee was informed that a special report on the question of racial discrimination in the Territory administered by the Netherlands<sup>20</sup> was being transmitted to the Secretariat in response to General Assembly resolution 1536 (XV).

163. The question of racial discrimination and race relations has been the subject of the Committee's consideration for many years. At its eleventh session, in 1960, the Committee recognized and welcomed the progress achieved during the period since 1946 in the abolition of a number of forms of racial discrimination and in the improvement in race relations in many Territories.<sup>21</sup> It found, however, that discrimination on grounds of race and colour continued to exist in some Territories, and that it was still to be found in its most acute form in the African Territories where immigrant communities were present. Although the European community was often an extremely small minority in these Territories, it exercised special political, social and economic privileges, which were denied to the indigenous population. Inferior treatment was accorded in varying degrees to indigenous inhabitants not only in the field of human rights and fundamental freedoms, but also in the economic and educational fields and in the exercise of political rights. The Committee then recommended that the problem of race relations should be attacked in all fields of activity in the Territories. Measures to solve it should include the extension to all inhabitants of the full exercise of basic political rights, such as the right to vote. It considered that the establishment of political equality among all members of plural communities would prove the quickest way to abolish discrimination and minority privileges and to create nations united by a common loyalty transcending race.

164. In the consideration of this subject at its present session the Committee has approached the question of racial discrimination in the Non-Self-Governing Territories in the light of the principles embodied in resolution 1514 (XV) and with the intention of fulfilling the mandate contained in paragraph 4 of resolution 1536 (XV). Some delegations expressed the view that the information on this subject given in the statements made in the Committee by the Administering Members would have been more useful if it had been supplied in the form of Committee documents. They felt that the information before the Committee was incomplete and that there were difficulties in seeking to assess the situation in the various Territories for lack of full and up-to-date information.

### EXERCISE OF POLITICAL RIGHTS AND THE RIGHT TO VOTE

165. Information on the basic political rights and, particularly, on the right to vote was included in the

<sup>19</sup> A/AC.35/L.334 and Corr.1.

<sup>20</sup> A/4768.

<sup>21</sup> Official Records of the General Assembly, Fifteenth Session, Supplement No. 15 (A/4371), part two, paras. 177-188.

<sup>18</sup> Official Records of the General Assembly, Fifteenth Session, Supplement No. 15 (A/4371), part two, para. 188.



statements made by the representative of Australia on Papua, the representative of New Zealand on the Cook, Niue and Tokelau Islands, the representative of the Netherlands on Netherlands New Guinea, the representative of the United States on American Samoa, Guam and the United States Virgin Islands.

166. The Committee was informed by the Australian delegation that a significant step on the road to equal political rights for the inhabitants of Papua had been taken with the recent reconstitution of the Legislative Council for the Territory of Papua and New Guinea in a manner more favourable to the indigenous people. The main feature of the legislation for the revision of the Council is the increase in the membership from twenty-nine to thirty-seven and in the number of elected members from three to twelve, six of whom are to be indigenous members. It also makes provision for the number of appointed non-official members to be raised from nine to ten, at least five of whom are to be indigenous members. At the first election for the newly constituted Council, held on 18 March 1961, nine expatriate candidates were nominated, three of whom were elected unopposed, while 108 indigenous candidates stood for election in the six electorates. Three hundred and sixty-four indigenous representatives voted on behalf of 493,000 people.

167. The Australian delegation stated that, whereas formerly the indigenous inhabitants were eligible to vote only for Native Local Government Councils, the new legislation provided for six elected and not less than five nominated indigenous members on the Legislative Council, and that, in fact, six of the ten nominated members were indigenous. Elected indigenous members of the Legislative Council were chosen by electoral conferences of delegates from local government councils and electoral groups in each of the electoral districts of the Territory. Separate polling and the use of this indirect system of election were only temporary and transitional measures adopted at the wish of the people themselves, and the objective was a common roll and single direct election. To this end, provision had been made in the Act itself for an ordinance. All indigenous inhabitants were therefore entitled to vote, with the exception of those living in isolated areas where the electoral system had not yet been introduced. The representatives of Ceylon, Ghana, India, Iraq and Liberia expressed the hope that all measures would be taken speedily to extend the electoral system in all Non-Self-Governing Territories.

168. With reference to Netherlands New Guinea, the Committee was informed of recent constitutional developments which had broadened the participation of the indigenous inhabitants in the political life of the Territory. An elected central representative body had been established in April 1961. It was described as the initiation of a phase of "assisted self-government", which was a transitional stage on the road to full self-government, and would be consulted in advance on all fundamental aspects of policy and be an equal partner with the Territory's Administration in discussions concerning the attainment of self-government and self-determination. The present Council, which would serve for a period of three years, consisted of twenty-eight members, of whom twenty-two were indigenous. Sixteen of the members represented some 250,000 inhabitants and were elected on the basis of a common role without distinction on grounds of race or ethnic group. Of the twelve appointed members, four represented about 75,000 inhabitants in the less advanced areas and had been appointed by

recommendation of the inhabitants of those areas. Six other members, representing nearly 100,000 inhabitants of the most primitive areas, had been appointed directly by the Governor. Finally, two members represented important minority groups which had not obtained representation in the Council. Thus, over 75 per cent of the inhabitants had been able largely to determine the composition of the Council and to influence policy-making in the Territory. The rights of petition, initiative, interpellation and amendment had been vested in the Council, which was also jointly responsible for the Territory's budget. The supervision of revenue and expenditure in the Territory was one of the Council's most important tasks and would prepare its members for the assumption of the burdens of responsibility. A further revision of the New Guinea Act was in an advanced stage of preparation. It would provide for the institution of a limited Executive Council, most of whose members would be indigenous and which would have the task of assisting the territorial Government in the exercise of its functions and in the co-ordination of the public services concerned with general administration.

169. The Committee was informed that in the United States Territories the people exercised local franchise under legislation which specifically provides that no discrimination shall be imposed on any voter based upon race, colour, sex or religious belief, and that universal adult suffrage was in operation in the Territories administered by New Zealand.

170. Information transmitted by the Government of the United Kingdom for 1958 and 1959 included additional sections on human rights in which no reference was made to political rights or the right to vote but which contained, *inter alia*, the statement to the effect that those fundamental rights and freedoms which were part of the British tradition were established and protected by the laws of the Territories. It was further stated that these:

"include the right of the individual to life, liberty and security of person, to recognition as a person and equality before the law, to an effective remedy before the courts against violations of the rights granted to him by the law or constitution of his country, to a fair and public hearing before an impartial judiciary in the determination of his rights and obligations and of any charge against him, to be presumed innocent of a criminal offence until he is proved guilty, to be immune from retrospective penal offences or penalties, to freedom from arbitrary interference with his family, home or correspondence and to remedy against such interference or attacks on his good name, to liberty of movement, to a nationality, to ownership of property, and to freedom of thought, conscience, religion, opinion, expression, assembly and association."<sup>22</sup>

The representatives of Ghana, India, Iraq and Liberia pointed out that, contrary to the assertion made in the foregoing statement, in many United Kingdom Territories the right of suffrage was denied to indigenous inhabitants; they endorsed the demand for universal adult suffrage in all these Territories as a means of abolishing racial discrimination.

171. Some members considered that the situation with regard to the extension to all inhabitants of the full exercise of basic political rights, in particular the right to vote, was far from satisfactory in many of the Territories. In Northern Rhodesia, for example, the recent

<sup>22</sup> See .../4760.

Constitutional Conference had recommended the revision of franchise qualifications which up to now had not been implemented. While there had been some relaxation recommended in the qualifications for suffrage, these members considered that they were still discriminatory. They noted, moreover, that even these proposals were strongly opposed by the local authorities and the major European political parties, in particular, the Prime Minister of the Federation of Rhodesia and Nyasaland, and considered that this resistance should not be allowed to hinder the implementation of this aspect of the General Assembly resolution. The Committee recognized that Administering Members should take steps to grant basic political rights to all sections of the population. The representative of the United Kingdom reserved the position of his Government with regard to the references to Northern Rhodesia in this paragraph, since they were based on information not before the Committee and, he believed, went beyond the Committee's terms of reference.

#### POLICIES AND PRACTICES BASED ON RACIAL CONSIDERATIONS

172. The representative of Australia stated that it was the declared policy to take all possible measures to discourage the practice of racial discrimination in Papua. In full accordance with resolution 1536 (XV), the legislation of Papua was being reviewed progressively with a view to the repeal, so far as it was practicable and desirable to do so, of provisions relating to segregation or discrimination on racial grounds. This examination of the legislation was continuing and had been carried out over the past two years by a group of qualified legal officers. The most significant legislative measures which had been taken thus far were described to the Committee.

173. The representative of Australia further stated that it should not be overlooked that not all legislation providing for differential treatment was undesirable and that during the transitional years of a people from a primitive state to that of a new nation it was necessary to provide certain legislation as a means of protection. It had also to be recognized that there were limits to which the Administration itself could provide all the solutions to the numerous problems of racial differentiation, and the most effective means was the use of all media at its disposal for the mass education of all sections of the community. There was no shortcut to this end and only by example and a constant use of measures to promote greater understanding, confidence and mutual respect between races could the problems be overcome. Race relations in Papua were good and the progressive integration of the people in the public service, community welfare, youth organizations, on the sporting field and in politics, should do much to foster the desire for development of the Territory in a spirit of partnership. The representatives of Ceylon, Ghana, India, Iraq and Liberia, while agreeing with the representative of Australia to the effect that mutual respect between the races and education would eliminate discrimination, nevertheless maintained that in accordance with the principle of equality of rights of all people, no discriminatory laws should exist in the Non-Self-Governing Territories.

174. The Netherlands Government informed the Committee that equality of all races was a fundamental policy and that no form of racial discrimination existed in Netherlands New Guinea. Ethnocentrism arising from the great diversity of indigenous cultures and languages did, however, hamper the growth of normal social rela-

tions among the various groups and was essentially a form of racial discrimination. Good results had already been achieved in abolishing this form of discrimination. The Committee was also informed of legislative and other measures which had been taken to ensure respect for fundamental rights and freedoms to all persons.

175. The representative of New Zealand informed the Committee that in Territories under New Zealand administration there was no racial discrimination and no real barriers in law or in fact between the indigenous people and the few non-indigenous residents. The few minor instances of differentiation in the law operated solely for the protection of the interests of the indigenous inhabitants and were concerned mainly with preserving their land rights.

176. The representative of the United Kingdom informed the Committee that its policy was one of unequivocal rejection of racial discrimination in all forms and in all fields and that it was dedicated to the task of removing racial discrimination as quickly as possible and to achieving the objectives of resolution 1536 (XV). It considered that the essential task was not merely the eradication of particular forms of discrimination, but the building up of sensible working relations between people of various races. This was a field in which Governments could do much in giving a lead, in some cases by legislation. But there were limits to what Governments could do since a change in people's minds, attitudes and ways of life must take time. The approach of the Government of the United Kingdom was therefore positive and based on the increase of co-operation between people of all races. Until there were healthy day-to-day relations between races, based on mutual understanding and respect, the total elimination of discrimination was not possible. If at all possible, racial discrimination must be eradicated without arousing new passions in the process, without public disputes which inflame racial feelings and play on the fears of minorities. The constructive work of improving race relations was often done quietly but progress was being made. In the vast majority of Territories, race relations were excellent and there was no discrimination.

177. The Committee notes that no racial discrimination in the political and economic life and no colour bar are reported to exist in the United Kingdom Caribbean Territories, with the exception of Bermuda and the Bahamas. In respect of the Bahamas, the delegation of the United Kingdom informed the Committee that the Bahamas House of Assembly had recently appointed a select committee to consider the advisability of introducing legislation to prohibit discrimination and segregation of persons in public places on grounds of race.

178. In African Territories, the problem of race relations has been most acute in Kenya and Northern Rhodesia. In Kenya, where powers have existed to restrict the movements and residence of Africans in European centres and of non-Africans in African centres, a Council of State was set up in 1958 to scrutinize all new legislation to see whether it contained any discriminatory provisions. Thus, although under the Township Ordinance the Governor is empowered to make rules to prohibit the residence of Africans elsewhere than within locations and villages assigned to them, to regulate the issuance of passes to Africans within the townships, and to regulate the use of streets and other public places by Africans, the operation of the Council of State would effectively prevent any such enactment. Moreover, it was the intention to revoke the Township Ordinance and to

enact a new local government ordinance covering all types of local authorities; this new legislation would be completely non-discriminatory. The Kenya Government had also recently decided to repeal the African Passes Ordinance and repealing legislation would be placed before the Legislative Council as soon as possible. All bye-laws in Kenya were now under review with a view to eradicating discriminatory legislation. The Nairobi City Council and the Councils of Mombasa and Kitale had, in the past three years, amended a number of bye-laws which were discriminatory.

179. The representative of the United Kingdom stated that important progress had been made in eliminating discrimination in land tenure. In 1959, the Government announced a policy of non-racial tenure in agricultural land so far as economic and agronomic factors would permit. This included an undertaking to prevent the imposition of restrictive covenants in the grants of leases of land, whether by the Government or by private persons. The Kenya (Highlands) Order in Council, 1939, was revoked and the Land Control Regulations, 1961, abolished the Land Control Ordinance and those portions of the Crown Land Ordinances reserving special rights to Europeans in the so-called White Highlands. As a practical consequence, all land available for sale would be placed on an open market. Since October 1959, it had been part of the law of Kenya that any new racial restrictive covenants or conditions in relation to land leases should be voided.

180. In Northern Rhodesia, discriminatory laws and practices have included matters such as restrictions on the use by Africans of cinemas, hotels, bars, restaurants, cafés, etc., and on their buying certain types of liquor. They have also included such vital matters as pass laws and freedom of movement, advancement in industry, opportunities in public services and opportunities in education.<sup>23</sup>

181. Steps taken to combat racial discrimination in this Territory were described to the Committee by the representative of the United Kingdom. With the enactment in 1957 of a Race Relations (Advisory and Conciliation) Ordinance, a Central Race Relations and Conciliation Committee and district committees were established to assist in improving relations among various races in the Territory, particularly in the use of public premises. In 1959, the Legislative Council appointed a select committee to discuss with the Central Race Relations Advisory and Conciliation Committee ways and means of overcoming the problem of racial discrimination against non-Europeans in restaurants, cinemas and the like. The report of this select committee led to the enactment of the Race Relations Ordinance under which it is unlawful to practise racial discrimination in tearooms, cafés, restaurants, hotels, dining-rooms and hotel lounges. Penalties are laid down for offences under the Ordinance. A new Race Relations Committee was also established with the function of advising the Government on action for the improvement of relations between the various races in the Territory and to recommend how complaints or grievances may be removed or remedied. Race relations boards are set up to hear complaints about race discrimination which may be passed to them by district race relations committees in cases where the latter have been unable to effect reconciliation between the parties concerned. These boards are empowered to investigate all such complaints and to impose sanctions where the

provisions of the ordinance have been contravened. The Public Health Regulations have been amended by the deletion of the provision that separate latrines are required for persons of different races. Night passes have been completely abolished.

182. The information laid before the Committee indicated that an African entering European towns and industrial areas in Northern Rhodesia to live and work there must obtain a permit to look for work; that if he decides to take advantage of housing accommodation provided to him by the employer, he must reside in a Native township or compound where he is registered by the superintendent; and that after he has found employment, he must register his contract with the superintendent. In this connexion, the representative of the United Kingdom stated that Africans were entitled to provide their own accommodation in any area if they so wished. Through housing loans guaranteed by the Government the separation of so-called African and European housing areas was being broken down and a number of Africans did reside and own their own houses in areas popularly known as "European areas". Identification certificates carried by Africans were now used solely for purposes of identification, in particular to show the title of individuals to housing which their employers are required under law to provide. Proceedings were no longer being taken solely on the grounds of failure to carry an identification certificate, and the total number of convictions on other grounds under these two ordinances had fallen from the figure of 13,000 in 1956 to 5,000.

183. The representative of the United Kingdom further stated that racial integration in schools was an important aspect of the question and one of the most intractable. In the vast majority of British Territories, integration was the rule—throughout the whole of The West Indies, British Guiana, British Honduras, Hong Kong, the Solomon Islands, Borneo, the Gambia, Mauritius and others. In other cases progress was being made. In Fiji, there were still largely separate schools for the various races but integration was beginning. In Uganda, there had been mainly separate education in the past but integration had commenced and was proceeding. People of all races were admitting in all government schools and also in many other schools. Even where the situation was difficult, as in Kenya, real progress was being made as a result of government leadership. This was particularly true in the higher levels of school education where language problems did not predominate. The governing boards of all the European secondary schools receiving government grants had declared a policy of admitting and were in fact admitting, pupils of any race suitably qualified and able to pay the fees. The Advisory Council on Asian education had adopted a similar policy which was limited only by restricted accommodation. A new institution providing education for all races at post-school certificate level and a secondary school for all races would open in Nairobi in 1961. The Royal College at Nairobi was open to students of all races as also was the University College at Makerere, which was attended on a completely non-racial basis by students from Kenya, Tanganyika and Uganda.

184. The representative of the United Kingdom also informed the Committee that in all Territories admission to, and promotion in, the public services was solely on grounds of qualifications and ability, without regard to race. The only sense in which this statement required

<sup>23</sup> See A/AC.35/L.334 and Corr.1.

qualification was that in almost all Territories preference, both in appointments and in promotions, was given to local people and in most cases to indigenous persons as opposed to members of immigrant races.

185. Concerning the disparity between the wages of European and indigenous workers in the copper mines of Northern Rhodesia, it was stated that until 1955 the European Mine Workers' Union had followed a policy of racial discrimination intended to prevent Africans from occupying responsible posts. In 1955, the Union had concluded a new agreement with the mining companies, opening twenty-four new categories of work to Africans which had previously been reserved for Europeans. By the end of 1959, 830 Africans had obtained more important posts as a result of the agreement. In 1960, the agreement between the European Mine Workers' Union and the mining companies had been amended a second time so as to open thirty-eight new categories of work to Africans previously performed only by Europeans. Thus, as racial discrimination diminished, Africans would be able in the near future to occupy many intermediate posts and eventually they would obtain higher posts on an equal footing with Europeans.

186. The representative of the United States stated that there were no problems of racial discrimination in the Territories under United States administration. In all of them there was ample protection under the law against such discrimination, as well as a tradition of non-discrimination. Reference was made in the Committee to a news report of alleged cases of discrimination in the United States Virgin Islands which were said to be under investigation by a Committee of the Legislative Assembly.

187. The Committee considers that the statement made before it by the representative of the United Kingdom on racial discrimination is encouraging and it is confident that the United Kingdom Government will bring the situation in the Territories under its administration in conformity with its declared policy of unequivocal rejection of racial discrimination in all forms and fields. The statement of the Prime Minister of the United Kingdom, to which reference had been made in the Committee by the representative of the United Kingdom, gave reason to hope that this policy would be pursued vigorously and speedily.

188. The Committee also notes that in several Territories under United Kingdom administration and in

Papua, a number of previously existing ordinances of a discriminatory nature have been revoked or amended suitably. While welcoming this development, the Committee would wish to recall that General Assembly resolution 1536 (XV) recommended that all such laws and regulations should be rescinded or revoked.

189. The Committee notes that although the present pattern of land holdings in Kenya reflects the previous policy of discrimination, the policy is now non-discriminatory. It notes that in a number of Territories the wide disparity in wages between indigenous persons and European workers has not been overcome, and much remains to be done in the field of education.

190. In 1959, the Committee expressed the view that on no grounds whatsoever could education on a racial basis be justified. It reiterates this view now and considers that this applies equally to all other aspects of life in the Non-Self-Governing Territories. Consequently, many representatives cannot view with approbation the attitude taken by some Administering Members in the Committee that not all legislation providing differential treatment is undesirable and that there are limits to what Governments can do in providing solutions to the problem of racial discrimination. Equally, they cannot accept the theory that some of these discriminatory provisions are necessary for discharging commitments under the Charter.

191. In conclusion, the Committee recommends that all steps should be taken to implement the recommendation of the General Assembly that all laws and regulations which tend to encourage or sanction discriminatory policies and practices based on racial considerations should immediately be rescinded or revoked and that every effort should be made to discourage such practices by all other means. Above all, a bold and realistic approach on the part of the Administering Members and territorial Governments is required if the problem is to be solved. The Committee draws the attention of the Administering Members to the recommendation and the Convention against discrimination in education which were adopted at the General Conference of UNESCO in December 1960. The Committee hopes that the Non-Self-Governing Territories will be able to accede to the Convention. The Committee also believes that since prejudice is one of the important factors contributing to racial discrimination, it is the duty of the Governments concerned to guide public opinion in the proper direction.

## ANNEX

### Studies on social advancement in Non-Self-Governing Territories

The Committee considers that the summary records of the discussion at its twelfth session on social advancement 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:

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| 1. Treatment of juvenile offenders (United Nations Secretariat)  | A/AC.35/L.329<br>and Corr.1 |
| 2. Conditions of employment for women in the Non-Self-Governing Territories (ILO)  | A/AC.35/L.330               |
| 3. Vocational training facilities and employment opportunities for indigenous workers in certain Non-Self-Governing Territories of Central and East Africa (ILO) | A/AC.35/L.331               |
| 4. Labour-management relations in the Non-Self-Governing Territories (ILO)   | A/AC.35/L.332               |

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| 5. Social security measures in the Non-Self-Governing Territories (ILO)  | A/AC.35/L.333                                 |
| 6. Racial discrimination in the Non-Self-Governing Territories (United Nations Secretariat)  | A/AC.35/L.334<br>and Corr.1<br>(English only) |
| 7. Social aspects of urban development (United Nations Secretariat)  | A/AC.35/L.335                                 |
| 8. Social aspects of rural development (United Nations Secretariat)  | A/AC.35/L.336                                 |
| 9. Survey of programmes of community development in Non-Self-Governing Territories (United Nations Secretariat)                      | A/AC.35/L.337                                 |
| 10. Activities of WHO and UNICEF in the Non-Self-Governing Territories (WHO and UNICEF)  | A/AC.35/L.338                                 |
| 11. Welfare facilities for workers in Non-Self-Governing Territories (ILO)   | A/AC.35/L.339<br>and Corr.1                   |
| 12. Preparation and training of indigenous civil and technical cadres in Non-Self-Governing Territories (United Nations Secretariat) | A/AC.35/L.340<br>and Corr.1<br>(English only) |
| 13. Dates of receipt of information (United Nations Secretariat)   | A/AC.35/L.341                                 |
| 14. International collaboration for economic, social and educational advancement (United Nations Secretariat)                        | A/AC.35/L.342                                 |
| 15. Elimination of illiteracy (UNESCO)   | A/AC.35/L.343<br>and Corr.1<br>(English only) |
| 16. International technical assistance to Non-Self-Governing Territories (United Nations Secretariat)                                | A/AC.35/L.344                                 |
| 17. Some aspects of levels of living in Non-Self-Governing Territories (United Nations Secretariat)                                  | A/AC.35/L.345<br>and Corr.1<br>(English only) |
| 18. A study of health services in Kenya (WHO)  | A/AC.35/L.346                                 |
| 19. Future work of the Committee (United Nations Secretariat)  | A/AC.35/L.347                                 |