



COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING TERRITORIES

Seventh Session

SUMMARY RECORD OF THE HUNDRED AND FORTY-FIRST MEETING

Held at Headquarters, New York,
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PRESENT:

<u>Chairman:</u>	Mr. ARENALES CATALAN	(Guatemala)
<u>Rapporteur:</u>	Mr. VIXSEBOXSE	(Netherlands)
<u>Members:</u>	Mr. CUTTS	Australia
	U MYA SEIN	Burma
	Mr. YANG	China
	Mr. de CAMARET)	France
	Mr. DEBAYLE)	
	Mr. ARAGON	Guatemala
	Mr. JAIPAL	India
	Mr. PACHACHI	Iraq
	Mr. GRALER	Netherlands
	Mr. THORP	New Zealand
	Mr. CALLE Y CALLE)	Peru
	Mr. PAREJA)	
	Mr. GIDDEN)	United Kingdom of Great Britain and Northern Ireland
	Mr. WARD)	
	Mr. SEARS)	United States of America
	Mr. HARRIS)	
	Mr. RIVAS	Venezuela

Representatives of specialized agencies:

	Mr. GAVIN	International Labour Organisation
	Miss McNAUGHTON	Food and Agriculture Organization
	Mr. DESTOMBES	United Nations Educational, Scientific and Cultural Organization
<u>Secretariat:</u>	Mr. BENSON	Representative of the Secretary-General
	Mr. KUNST	Secretary of the Committee

EDUCATIONAL CONDITIONS IN NON-SELF-GOVERNING TERRITORIES (A/AC.35/L.223)
(continued):

- (e) SECONDARY EDUCATION (A/AC.35/L.225)
- (f) TEACHER TRAINING AND THE STATUS OF TEACHERS (A/AC.35/L.228, A/AC.35/L.231)
- (g) FINANCING OF HIGHER EDUCATION (A/AC.35/L.219)
- (h) RACE RELATIONS IN EDUCATION (A/AC.35/L.232)
- (i) OTHER QUESTIONS RELATING TO EDUCATIONAL CONDITIONS THAT MAY ARISE IN THE COURSE OF THE DISCUSSIONS

Mr. YANG (China) said that the importance of secondary education as far as the Non-Self-Governing Territories were concerned lay rather in providing a solid basis for social, economic and political development than in merely offering a preparation for teacher training.

The document prepared by the Secretariat on the sub-item (A/AC.35/L.225) was useful but did not cover all the Non-Self-Governing Territories. The analyses in the document in fact covered only nineteen Territories. Of the nine tables, none covered more than seventeen Territories. The document showed that some progress had been made in a number of Territories, particularly in the recognition of the urgent need for expanded and diversified systems of secondary education to meet new social, economic and political developments; nevertheless the general picture derived from tables I and V was by no means bright. In the Belgian Congo, for example, there was no secondary school for African girls, although there were seven for European girls. The figures of school enrolment in Northern Rhodesia were far from satisfactory. The Administering Powers were, however, to be congratulated for the generosity with which they were treating African students in other Non-Self-Governing Territories. He noted the statement in paragraph 50 that in the Belgian Congo travel and boarding scholarships were awarded to European children from localities where there was no suitable school they could attend, and wondered whether similar facilities were offered to African children.

While granting the value of secondary schools of the academic or grammar type, he was glad to see the shift of emphasis to a new type of modern secondary school now being developed in a number of Territories, giving a practical bias for pupils with no special aptitude for purely academic or technical studies.

(Mr. Yang, China)

Secondary education, to be effective, must adapt itself to local needs and realities and that, of course, would involve changes in teaching methods and greater flexibility in the examination system. Naturally there were difficulties, but those difficulties were not insurmountable if there was a will to overcome them.

He was in general agreement with the concluding note in the Secretariat paper and, in particular, with the remarks on planning in paragraph 79.

Mr. PACHACHI (Iraq) said that the main problem of teacher training was to maintain the quality of the teachers while finding ways and means to satisfy the demand for their services, particularly in primary education. That problem was by no means confined to the Non-Self-Governing Territories. In Iraq, for example, it had been one of the most difficult educational problems and the members of the Committee might be interested to have a brief account of the methods employed to deal with it.

The Government had concentrated mainly on the expansion of teacher-training facilities. Teacher training had received high priority in the two five-year economic and social development plans. The effect of such an expansion of facilities would not, however, be felt for some time and emergency short-term measures had had to be taken to deal with the ever-increasing demands of elementary education. A system had been introduced whereby graduates of secondary and intermediary schools had been given intensive nine-month teaching courses, after which they were sent to teach in newly opened schools, particularly in the rural areas. That system had been instituted after experience had shown how costly and inefficient the pupil-teacher system was and had functioned very satisfactorily.

The nomadic tribes were rapidly being settled on new land brought under cultivation by means of irrigation projects. There were still, however, several thousands who had not been settled and their education had always been a difficult problem. The system now being followed was to train teachers specially recruited from among the settled members of those tribes; on completion of their training, they went to live with their fellow tribesmen and accompanied them in their migrations. It was a great success and was being rapidly expanded throughout the areas where there were still nomadic tribes.

(Mr. Pachachi, Iraq)

With regard to the status of teachers, Iraq had encountered many of the problems met with in the Non-Self-Governing Territories, such as, for example, insufficiency of pay, lack of security and lack of social prestige. In 1951 a law had been passed separating teachers from the civil service and placing them in a cadre of their own. They had been given various advantages over the civil service, such as better pay, more secure tenure of office, free medical treatment and automatic promotion at shorter intervals; teachers in some rural areas received special additional allowances. Teachers' associations were encouraged; they had the right to propose legislation on educational matters and the Government consulted them regularly with regard to educational policy in general.

He hoped the Committee in its special report on education would underline the necessity of separating the teaching profession from the civil service and of giving teachers advantages which were their due in view of the important work they were accomplishing for the welfare of the peoples of the Non-Self-Governing Territories.

The report should also reflect the anxiety expressed by many members of the Committee over the weaknesses and shortcomings of the pupil-teacher system.

He hoped that the brief account he had given of the experiences of the Iraqi Government might be of some value to the Administering Powers in meeting the problems of secondary education in the Non-Self-Governing Territories.

Mr. JAIPAL (India) said that he had understood the Netherlands representative to say at the previous meeting that as a matter of policy the educational level in a Territory should not be allowed to surpass the absorptive capacity of the community. He was not very clear about the meaning and particularly the implications of that statement and would like some further clarification.

In reply to some earlier remarks by the Indian delegation, the United Kingdom representative had said at the previous meeting that a short period of training for teachers was sometimes the only alternative to no training at all. The Indian delegation entirely agreed, but nevertheless would point out that where training was to be short the basic qualifications for entry into a training school should be very high; otherwise the results might be disastrous.

(Mr. Jaipal, India)

In reply to a further comment by the Indian delegation, the United Kingdom representative had pointed out that Government-aided schools had turned out good teachers. The question, however, was not only one of quality. Many of the Territories the Committee had been considering seemed to need a very large number of teachers to cope with increasing demands. The problem was therefore one which Governments alone could handle. That was why his delegation had advocated a more direct interest in the matter by Governments, without actually specifying the nature of the interest.

Turning to sub-item (g), he said it might more appropriately have been called "Higher education and its financing", since the problem was more than a mere question of finance.

The Secretariat's report on financing of university education in Non-Self-Governing Territories (A/AC.35/L.219), though it had obviously been prepared after much research and inquiry, did not suggest that any specific reference had been made to any Administering Power on the particular question of financing higher education. The material in the report seemed to have been gathered from various publications, some of them quite old and none of them referring specifically to the problem under discussion. He could not believe that any of the Administering Powers would object to furnishing additional information on the subject. The Administering Powers that were represented on the Committee were always willing to give replies and explanations and he hoped they would be ready to tell the Committee of their individual problems and policies in the matter.

The document showed that the number of students attending, for example, the University College of the West Indies or the University College of East Africa was very small compared to the size of the populations of those Territories. He felt those two universities should be expanded to cater to the growing needs of the regions. The present student population was an infinitesimal proportion of the total population and by no means commensurate with the percentages in other Territories in the same stage of development. Expansion of the colleges was clearly called for because the small number of vacancies must be a serious limiting factor to the legitimate aspirations of the youth of the region.

In French West Africa, which was an enormous region with a very large population, there was only one university, the Institute of Higher Studies at

Dakar, with a student population of 407. Generally speaking, not only were the existing facilities in the Non-Self-Governing Territories inadequate but the number of students in the universities was unaccountably low. It was regrettable that the Administering Powers had not thought fit to exploit the intellectual resources and mental faculties of the indigenous inhabitants to the same extent that they had exploited the natural resources of the Territories and the physical capacities of the indigenous inhabitants. The Western universities were regarded as symbols of civilization and no greater service could be rendered to the people of the Non-Self-Governing Territories than to establish similar institutions in their areas. No loan had ever been raised in the London or Paris market for building a university in Africa, for the simple reason that a university was a non-profit-making enterprise. He would ask the educators and administrators to consider, however, whether a university was truly non-profit-making. Education was the finest investment that could be made in any Territory. The cost of establishing a university was on the average about £3 million. There were at present twelve universities in the sixty Non-Self-Governing Territories, which had a total population of about 120 million. The number of universities should be doubled, and that could be done for not more than £36 million.

In the Indian delegation's view, the problem of financing higher education was a relatively simple one which could be solved by the Administering Powers themselves without any difficulty. If they could not solve it, the Committee would have every right to question some of their investments in economic and commercial enterprises in the Non-Self-Governing Territories.

The old practice of sending young and promising men to Europe to study had been a bad investment, as was now widely recognized by the Administering Powers themselves, and most Governments had come to the conclusion that the establishment of local institutions of higher learning was the correct approach, although it might be initially more expensive. Local universities would be of incalculable value to the Non-Self-Governing Territories; they might well prove to be research centres for local problems of an economic character and in that connexion he felt that industrial enterprises in the various Territories could contribute lavishly towards the establishment of such institutions.

(Mr. Jaipal, India)

Furthermore, universities could play a useful part in the field of social development. It was in the universities that new patterns of life were evolved and that old beliefs and superstitions, ancient institutions and time-worn social arrangements were put to the test of reason. The basis of a society of free men must be laid largely in those universities and there could be no finer investment for democracy. There was a basic obligation under Article 73 of the Charter to promote the well-being of the inhabitants of the Non-Self-Governing Territories, which included ensuring educational advancement. The Administering Powers, with their infinite resources, were in a position to finance higher education. They owed it to the people, they owed it to the United Nations and they owed it to themselves.

Mr. WARD (United Kingdom), replying to the Indian representative, said that it was the invariable practice in Territories administered by the United Kingdom for the Territorial Government to draw up long-range educational plans. Of the teacher-training colleges provided for in those plans, one-third would probably be governmental institutions and two-thirds run by voluntary agencies of different kinds. Both types of college had their place in the plan.

Referring to document A/AC.35/L.219, he said that the financial calculations in paragraph 35 left out of account the fact that students who attended universities in the United Kingdom benefited from old endowments, the value of which was not included in the calculation, with the result that it was entirely false. A footnote should be added to paragraph 35 to make that point clear.

He was somewhat surprised by the reference in paragraph 36 to "a policy of mass expatriation", as there had never been such a policy in Territories under British administration. In fact, no scholarship was granted for study abroad if facilities for the type of study in question existed in the Territory concerned. Furthermore, it was thought preferable for students from the Non-Self-Governing Territories to take up scholarships at the post-graduate rather than the undergraduate stage, since a post-graduate student was more mature and more able to profit from a culture different from his own. It was, of course, impossible to prevent families who had the means to do so from sending their children abroad for undergraduate study even when facilities existed in the Territory, but they did so entirely at their own expense. In each British Territory there existed a student advisory body, mainly composed of members of the indigenous people who had themselves studied abroad, for the purpose of giving

(Mr. Ward, United Kingdom)

advice to prospective students. But many did not avail themselves of the advice that was at their disposal.

The statement in paragraph 51 concerning financial assistance to universities was incomplete, as it did not mention the substantial grants made for research, such as a sum of £999,000 to the University College of the West Indies for its hospital, which was used for the training of medical students.

He wished he could agree with the Indian representative that the resources of the Administering Authorities were infinite. He had never found them so. In fact, as most education officers knew, there never was sufficient finance for the plans they wished to put into effect.

The Indian representative had suggested that a loan might be floated for the building of universities, but he himself did not think that was feasible. As to the commercial firms operating in the Territories, many of them had already made very generous gifts for the construction of university buildings and other purposes connected with higher education and further gifts could be expected.

He agreed with the Indian representative that the number of students in universities was a relatively small proportion of the total population in the Territories, but the facilities were not being fully used, as was attested by the Principal of the University College of the Gold Coast, for instance, in his last report. The reason for that was that the peoples of the Non-Self-Governing Territories demanded university education on British lines and of British standards, and university education in the United Kingdom had always been highly selective.

The university colleges of the Territories under British administration were linked with London University, and although there were some changes in the curricula to suit them to local conditions, the standard was the same and the degrees obtained of equivalent value. The result of maintaining that standard had been to give a great impetus to secondary education in the Territories, so that pupils could be prepared for university entrance examinations. It might be that a less highly selective policy of university education might be more suitable to the real needs of the Territories; it might be desirable to lower the standard of entrance and of the first degree. That was a matter of opinion, on which he would not comment.

(Mr. Ward, United Kingdom)

The institutions were relatively new and it was perhaps too early to judge. At all events, it was for the university boards to decide. If they decided to abandon the selective philosophy of university education which they had taken over from the United Kingdom, they would lose in so far as London University would no longer recognize their degrees as being equal to its own, but the results might be worth the sacrifice. It would be for them to say.

U MYA SEIN (Burma) said that his delegation would like to broaden the discussion of the financing of university education in the Non-Self-Governing Territories to include some general considerations on university education. He would therefore base his remarks on document A/AC.35/L.220, section VII, as well as on the Secretariat report on financing (A/AC.35/L.219). In paragraph 107 of the latter document two different opinions were expressed on the respective cost of establishing university institutions in Non-Self-Governing Territories and of sending university students to a metropolitan or foreign country. The report clearly showed that in the early stages of a new university the cost per student might seem very high indeed, since a university could be run at a reasonable cost only if it could obtain a sufficiently large number of students. The Committee should, however, recognize that no comparison between the cost of sending a student to a metropolitan university and the cost of educating him at home was conclusive. As stated in paragraph 108 of the report, the question of relative cost became purely secondary once it was recognized that there was a need for local institutions of higher education. His delegation fully supported that view and considered that it might well be repeated in the Committee's report.

His delegation was convinced that the advantages of having university institutions in the Non-Self-Governing Territories far outweighed any financial considerations. Firstly the students would be able to pursue their higher studies in university centres where local values would be grafted on to an educational system brought from abroad but firmly rooted in the Territory's own soil. Secondly, graduates would be less likely to succumb to the tempting living conditions

(U Mya Sein, Burma)

and settle in the metropolitan or foreign country to whose universities they had been sent and would be spared the psychological difficulties sometimes experienced in adjusting themselves to indigenous conditions when they returned home. While, for many years to come, students would obviously have to go abroad to obtain higher degrees or pursue specialized studies for which there were no facilities in local universities, the Non-Self-Governing Territories could not remain indefinitely dependent on metropolitan or foreign countries in the matter of higher education. The report of the Commission on Higher Education in the Colonies, quoted in paragraph 102 of document A/AC.35/L.219, drew attention to the fact that, in the stage preparatory to self-government, universities had an important part to play; indeed they might be said to be indispensable. In the Commission's view, the establishment of universities was an inescapable corollary of any policy which aimed at the achievement of colonial self-government.

He noted from paragraphs 116, 117 and 118 of document A/AC.35/L.220 that a large number of students from Non-Self-Governing Territories were receiving higher education in the United Kingdom and France. His delegation hoped that the number of scholarships offered to students from Non-Self-Governing Territories by other countries would increase and that more students and graduate students from the Territories would travel abroad to increase their ability to serve their country in all fields. Such a process, however, was not without its dangers. The Territories had urgent need of professional men who shared to the full the culture and aspirations of their country. Those men should be able to find in each Territory, or at least in each region, higher educational facilities which would strengthen their local interests and ties. That point lent added importance to the statements concerning inter-racial collaboration in paragraphs 128 and 129 of document A/AC.35/L.220. It would be useful to increase the practice whereby higher educational institutions in the Non-Self-Governing Territories received students from other countries as well. If such students were received on a basis of equality, the universal character of the institutions would be strengthened and the principle of racial co-operation encouraged.

Mr. GRADER (Netherlands), replying to the Indian representative, explained that his reference to the absorptive capacity of the village schools had nothing to do with the number of pupils such schools could absorb. What he had meant to say was that educational programmes should not be too abstract or academic in relation to the intellectual capacity of the pupils and that village education should be adapted to the community's needs. In other words the village school should be regarded as a village institution aimed at the development of the community.

Mr. BENSON (Secretariat), replying to the three points which the United Kingdom representative had made with regard to document A/AC.35/L.219, pointed out that paragraph 35 dealing with the calculation of the comparative cost of training a Gold Coast medical student in the United Kingdom or at home should be read in the light of the concluding note to the whole document and particularly paragraph 109, which stated strongly the views developed by Mr. Ward on the debatable value of that kind of comparison.

With regard to the term "mass expatriation" in paragraph 36, the Secretariat meant large-scale expatriation compared to the total population available for higher education. He agreed, however, that the term could be misconstrued and he undertook to modify the paragraph accordingly.

The United Kingdom representative had observed that the figures for assistance from the Colonial Development and Welfare Fund quoted in paragraphs 51 and 52 did not include the very large sums granted for research and other purposes. Paragraph 13 was relevant in that connexion; it mentioned the grant of £999,000 from the Colonial Development and Welfare Fund to the University College of the West Indies, which was one of the sums mentioned by the United Kingdom representative. The Secretariat had attempted to take various similar sums into account in different parts of the report. It would modify the final version of paragraph 51 with a view to grouping the various grants of the metropolitan country.

Mr. ARAGON (Guatemala) said that his delegation felt that it was extremely important that there should be university institutions in the Non-Self-Governing Territories, both because such institutions represented the apex of the educational process and because of their value in promoting economic, social and educational advancement and teaching the local population about their own problems. It was to be hoped that local universities would play an ever-growing part in training the leaders in the dependent Territories.

In those circumstances there were two disturbing factors: firstly the small number of universities and colleges in the Territories compared to the large population and secondly the high capital and recurrent expenditure involved. His remarks did not apply to the Pacific Territories administered by Australia, the Netherlands and New Zealand, where the eradication of illiteracy and the teaching of trades which could be of use in the process of industrialization seemed to be the most urgent needs and where it seemed premature to envisage the establishment of higher educational institutions. In the United Kingdom Territories, however, there were only seven universities for 70 million people; the proportion was roughly similar in the French Territories and the Belgian Congo. In the United States Territories, on the other hand, there were two universities for less than a million inhabitants. Such comparisons might be over-simplified but they were none the less significant. More universities were essential in the great task of leading the dependent peoples to self-government. The cost, however, would appear to be prohibitive for most individual Territories, even with metropolitan assistance. The cost per student, taking the optimum figure, from the financial point of view, of 1,000 students, was in the neighbourhood of \$US9,000 for capital expenditure and \$US1,000 per annum for recurrent expenditure. In many Territories there would be fewer students and the costs would be proportionately higher. Such considerations led many of the dependent Territories to send their students abroad, despite the disadvantage that they thereby lost touch with their home environment, in regard to which there had been some disheartening experiences.

In these circumstances he felt that there was a very strong case for regional co-operation in the financing of university education. That solution had already been adopted with success in some areas, for example British East

(Mr. Aragon, Guatemala)

Africa, French West Africa and the Belgian Congo. There would obviously have to be a certain degree of homogeneity among the Territories concerned; they must, for instance, have common needs and aspirations. The final solution lay with the Administering Powers and he suggested that, with the participation of indigenous representatives of the local authorities, they should study the possibility of establishing regional universities financed out of the revenue of the Territories concerned. Care should be taken to see that the proposed universities were of the type best suited to the region's needs thereby ensuring the most advantageous higher education at the lowest cost.

Apart from financial considerations, regional universities would keep students in contact with their local environment, avoid the frustration experienced by students, because of the wide difference in culture, upon returning home from study abroad, inculcate in them an awareness of the problems involved in their country's orderly development and enable the universities themselves to exert a direct influence on the Territories' advancement.

Further, his delegation felt that it was important that financial autonomy should be granted to those universities in the dependent Territories which did not yet enjoy it. That would greatly promote the social and cultural advancement of the indigenous inhabitants and prepare them for self-government. At present the various Administering Powers treated the question of financial autonomy very differently. The universities in the United Kingdom Territories had complete financial autonomy, but the same was not true of the universities in Territories administered by other Powers, which had to submit their budgets and accounts to the metropolitan Territory for approval, thereby placing the educational freedom of such universities in jeopardy. He therefore urged those Administering Powers which had not yet granted full financial autonomy to the universities in their dependent Territories to do so at the earliest opportunity.

Mr. RIVAS (Venezuela) said that his Government was convinced that the less a university had to depend on the State for financing, the freer and more effective it would be. Furthermore, with its own source of revenue a university would have greater security and be less dependent on fluctuations in public revenue. That did not, however, relieve the State of its obligation to provide and finance universal free education. A new experiment was about to be initiated

(Mr. Rivas, Venezuela)

in Venezuela in connexion with the State University at Caracas. The university had been built in 1934 on farm land well outside the city; the city had now spread all round the university and the land had acquired considerable value. It was therefore proposed to erect commercial buildings on it whose rents would accrue to the university and free it of the need for Government subsidy.

His country also faced the problem of the so-called expatriation or exodus of students; the Government could not prevent a student from studying abroad at his own expense, but when he returned he was required to pass an examination before he could be reintegrated in the national educational system. The purpose of that examination was to ensure that the student had been properly educated and that he knew something of the geography, history and culture of his own country.

The introduction of a graduated system of income tax in the Non-Self-Governing Territories would certainly help to finance universities there. He agreed with the Indian representative that the commercial firms which had profited from the Non-Self-Governing Territories had a duty, quite as much as the Administering Powers, to further the people's advancement, particularly in the educational field. At the same time, and although the examples of commercial generosity cited by the United Kingdom representative were laudable, it was difficult to see how a university could operate on the basis of such fortuitous financing: the capital expenditure involved in establishing a university was less onerous than the recurrent expenditure involved in maintaining it.

Mr. JAIPAL (India) replying to the United Kingdom representative said that, compared with the resources of the Non-Self-Governing Territories themselves, those of the Administering Authorities did indeed appear infinite.

It had been said that independent countries in the same stage of development were experiencing the same difficulties with regard to education as the Non-Self-Governing Territories, but there was one great difference. Independent countries were masters of their resources, whereas the Non-Self-Governing Territories were to a great extent dependent on the Administering Powers for the financing of economic and educational development. The transfer of responsibility for education to local authorities in some of the African Territories was no doubt desirable in itself, but until responsibility for finance was also transferred, the future development of education would have to rely on

(Mr. Jaipal, India)

metropolitan assistance to some extent. The financial contribution to education of countries like the United Kingdom had been highly praiseworthy, but the proportion of university students to the total population in Territories like the West Indies, French West Africa and the Belgian Congo was much lower than in Alaska and Hawaii. The resources of Alaska and Hawaii were no larger than those of the Belgian Congo, for instance, but their expenditure on education was much greater. He could not help thinking, therefore, that a greater effort could be made in some of the other Territories with assistance from the Administering Powers.

The attainment of self-government by a Territory gave an enormous stimulus to education. The number of universities in India had trebled since it had achieved independence, and the attendance at existing universities had enormously increased. That thirst for education should be kept in mind when planning future development. Quality would undoubtedly suffer but it was unrealistic to try to maintain in Africa standards of education which were appropriate to the United Kingdom, where conditions were entirely different.

The meeting rose at 4.40 p.m.