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COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING TERRITORIES

Tenth Session

SUMMARY RECORD OF THE ONE HUNDRED AND NINETY-EIGHTH MEETING

Held at Headquarters, New York,
on Wednesday, 6 May 1959, at 11 a.m.

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PRESENT:

<u>Chairman:</u>	Mr. KELLY	(Australia)
<u>Members:</u>	Mr. ROBERTSON	Australia
	Mr. CASTRO ALVES	Brazil
	Mr. KANAKARATNE	Ceylon
	Mr. CORDERO MICHEL	Dominican Republic
	Mr. DOISE	France
	Mr. ARKHURST	Ghana
	Mr. KESTLER	Guatemala
	Mr. RASGOIRA	India
	Mr. JABBAR	Iraq
	Mr. GOEDHART)	Netherlands
	Mr. de BRUIN)	
	Mr. DAVIN	New Zealand
	Mr. CASTON)	United Kingdom of Great Britain and Northern Ireland
	Mr. BROWNING)	
	Mr. MORE	United States of America

Representatives of specialized agencies:

	Mr. KHAN	International Labour Organisation
	Mr. WALTER	United Nations Educational, Scientific and Cultural Organization
	Mrs. MEAGHER	World Health Organization
<u>Secretariat:</u>	Mr. PROTITCH	Under-Secretary for Trusteeship and Information from Non-Self- Governing Territories
	Mr. KUNST)	Secretary of the Committee
	Mr. van BEUSEKOM)	

SOCIAL CONDITIONS IN NON-SELF-GOVERNING TERRITORIES, INCLUDING QUESTIONS ARISING OUT OF THE SPECIAL REPORT ON SOCIAL CONDITIONS ADOPTED BY THE GENERAL ASSEMBLY IN 1958 (A/3837, A/4081 and Add.1 to 4, A/4082 and Add.1 to 5, A/4083 and Add.1 to 3, A/4084 and Add.1 to 4, A/4085 and Add.1 to 4, A/4086 and Add.1 to 10, A/4087 and Add.1 to 5, A/4088 and Add.1 to 14, A/4089 and Add.1 to 5)

Mr. ARKHURST (Ghana) said that the rapid changes which were taking place in all fields in the Non-Self-Governing Territories often led to the disruption of the traditional way of life and of the norms and sanctions regulating it. Rural migration into the towns, away from the controlling orbit of the family resulted in a high incidence of juvenile delinquency, prostitution and crime. Bad housing conditions also bred insecurity. Social policy and legislation should therefore aim at the creation of stable communities in which the individual could develop a sense of social responsibility.

The reports before the Committee gave little attention to such problems as juvenile delinquency, the need to emphasize the role and status of the woman as the centre of domestic stability and the need to improve industrial relations and job opportunities for all irrespective of race, colour or sex.

Many of the social problems in the Non-Self-Governing Territories arose from the racial policies condoned by the Governments of the Territories. It was to be hoped that future reports from the Administering Powers would give more information regarding the extent to which attempts had been made to eradicate racial discrimination and establish inter-racial harmony and understanding.

Community development could be an important technique of social progress in the Non-Self-Governing Territories and it was reassuring to note that it had taken root in many areas. Particularly encouraging progress had been made in the paysannat programmes in French Equatorial Africa and Madagascar. Good progress in community development was also being made in the Pacific Territories, the West African Territories and Uganda. In some of the other Territories, however, there was cause for concern. There was no mention, for instance, of any such development in British or French Somaliland or in any of the High Commission Territories - Swaziland, Basutoland and Bechuanaland. There was no department of the Government responsible for social welfare in the High Commission Territories and no attempt on the part of the Administering Power to assist the people to develop their own community aspirations or to help them create the conditions of employment and stability which would prevent large-scale migrations to South Africa in search of work.

(Mr. Arkhurst, Ghana)

The importance of good low-cost housing in a new and developing country could not be over-emphasized. The most obvious feature of economic development in many parts of the world had been the rapid growth of urban concentrations. The lack of adequate housing and sanitation were among the most pressing social problems resulting from that growth. Encouraging progress had been made in the construction of low-cost housing in French Equatorial Africa where the credit facilities available to prospective home-owners were also noteworthy. The efforts made in the Belgian Congo were also gratifying and the "workers' cities" developed by certain large enterprises in that Territory were of great interest. Care must, however, be taken to ensure that such "cities" did not become pocket settlements isolated from the main stream of the life of the community. In many of the Territories there had been little attempt to assess the housing needs of the people, much less to meet them. In Nyasaland, for example, there appeared to be a proliferation of town-planning schemes but no concrete projects. The position in the three High Commission Territories was even more disheartening. In Swaziland, for example, only forty-eight houses had been built in a period of from two to three years. In British Somaliland the Government realized that housing conditions were unsatisfactory but there was no indication that any attempt had been made to improve them. The same was true of Kenya, Uganda and French Somaliland.

Another unsatisfactory feature in some Non-Self-Governing Territories - e.g. Northern Rhodesia and Kenya - was the existence of separate housing policies for different racial groups. The Administering Powers should be urged to ensure that such practices were discontinued without delay.

In some of the Territories racial discrimination was accepted as a premise of government policy and used to perpetuate political, social, economic and educational inequalities which were, in turn, used as an argument to sustain racial discrimination. The Territories were the poorer for such practices. He was sure that the Committee would welcome the recent progress in some Territories in fostering good race relations. The Belgian authorities, for example, had abandoned their policy of assimilation. That recognition that Africans had to be recognized as individuals in their own right would prepare the ground for further progress in race relations. Other welcome developments in the Belgian Congo were the adoption of new legislation penalizing acts "likely to incite or perpetuate racial or ethnic hatred" and making freedom of association the right of all

(Mr. Arkhurst, Ghana)

inhabitants irrespective of racial origin. In Uganda, hotels, public transport and other public utilities were available to all races without discrimination and a unified civil service with basic salaries applicable to all qualified persons had been adopted in 1954. In Kenya also a single multi-racial civil service had been established in 1955. In education, however, racial discrimination was encouraged and separate schools differing in quality and quantity were maintained for children of the different races throughout East, Central and Southern Africa.

The discrepancy in wages between African and European labour performing comparable jobs was a matter for serious concern. In Northern Rhodesia, in 1947, the average wage for Europeans in the mining industry was from £53 to £59 a month while wages for Africans in similar occupations were from £1.17.0 to £2.5.0 a month plus free food and housing. Clearly, the Governments in some Non-Self-Governing Territories maintained racial discrimination as a definite policy, although it was the duty of the Administering Powers to use legislation, administrative regulation and practice, and education to eliminate such discrimination.

His delegation strongly supported the recommendations of the Commission on Human Rights that a second conference of non-governmental organizations interested in the eradication of prejudice and discrimination should be held in 1959.

Mr. RASGOTRA (India) said that one difficulty in considering the item was that there was no special documentation on the subject. Some of the information given in the summaries was out of date and had already been examined by the Committee at its previous session. His delegation would have expected, at the present session, to be enabled to discuss events that had taken place since then. He wondered whether in future it might be possible for the specialized agencies to co-operate in preparing for the Committee a combined paper offering their observations and findings regarding developments that might or might not have taken place, or that should have taken place, since the adoption of the Committee's report on social conditions. The paper need not be longer than twenty-five pages or thirty. His delegation made that suggestion for the consideration of the Committee and the specialized agencies.

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(Mr. Rasgotra, India)

His delegation would also like to know whether any of the Administering Powers had taken action on the report on social conditions adopted by the Committee the previous year. The Committee had defined a number of aims of social policy which should be kept in view in the Non-Self-Governing Territories. Perhaps the most important of those aims was that defined in paragraph 9 (a) of the 1958 report on social conditions, i.e. to study, alleviate and remedy the social problems which now faced all communities, having particular regard to the problems arising from the contact of cultures and economic, political and social changes. When discussing developments in the social field the members of the Committee would naturally tend to assess the progress made in the light of that over-all objective.

The representative of Ghana had stressed the lack of development in various fields, some of them vital; for example, in connexion with housing for non-industrial workers who did not necessarily congregate in the new towns.

He would particularly emphasize the importance of community development, a subject to which his delegation had given much thought. The Non-Self-Governing Territories were seriously under-developed and the Committee was constantly being reminded that the main obstacle to development in any field was lack of funds. In those circumstances community development was perhaps the best means of promoting social development and to some extent also educational development. The whole concept of community development was based on the idea that by mobilizing indigenous resources and indigenous manpower and with some assistance from the authorities, much more rapid progress could be made than would otherwise be possible.

As the representative of Ghana had already observed, whereas in some of the Non-Self-Governing Territories, notably the East African Territories under United Kingdom administration, community development had taken root, it had not spread as it could and should have done had more intense efforts been made. Nevertheless his delegation was glad to see that the experiment had been successful in some Territories. On the basis of the success already achieved in those Territories in disseminating the idea of community development, perhaps more extensive and better

(Mr. Rasgotra, India)

co-ordinated planning could be undertaken and successive stages and target dates established. It was regrettable that in most of the other African Territories and also in the Asian Territories no measures appeared to have been adopted to start community development projects or training centres. He hoped that in 1961, when the Committee next took up the subject of social development, more encouraging reports on the subject would be forthcoming.

There had been some progress in the matter of rural development over the past two years. He referred in particular to Papua, where a healthy feature was the role played by local government councils in rural development. The development of co-operatives was important. When labour, agricultural, industrial and other co-operatives worked together to promote a programme of rural development the results were bound to be good, as they had been in Papua. He hoped the experiment made in that Territory would continue and commended the methods used to the other Administering Powers.

At its previous session the Committee had given considerable thought to the question of land tenure. He could not see that there had been any improvement in the situation since then, and hoped that the Administering Powers would devote special attention to the matter. Unless land reform policies were carried out in the Territories it would be impossible to ameliorate economic, social or educational conditions.

The Committee had also considered the question of the social problems arising from urbanization. It had made certain recommendations and had defined the ultimate goal of social policy and he did not see that it could do more at its present session than to reiterate those recommendations. His delegation recognized that urbanization brought problems in its train similar to those experienced in the past in the European countries, but it was to be hoped that the Non-Self-Governing Territories would not have to go through the same long and painful processes in finding solutions to those problems. The Administering Powers, with their long experience, were able to render great assistance and he hoped that they would do so.

(Mr. Rasgotra, India)

The problem of juvenile delinquency existed in different forms in different Territories. It was perhaps too early to draw general conclusions as to the causes of the problem, but the Administering Powers should not desist from adopting corrective measures in the light of local circumstances and needs. The situation should be kept under constant review and methods of dealing with it should continually be sought. In 1958 the Committee had noted with satisfaction the efforts of the Administering Members to replace punitive methods of treatment by corrective methods. His delegation would have liked to have more material on the subject, for example a report from UNESCO or some other specialized agency on the question of the re-education of juvenile offenders.

Turning to the question of housing, he observed that there was one important defect in the policies and programmes of the Administering Powers in that respect. Schemes for housing were prepared at the top and in practice often had to be discarded because they proved too costly or for some other reason. In his delegation's view all housing boards, agencies and bodies of that kind should have adequate indigenous representation, but he could not find in the summaries that such representation existed except in the case of a housing board in Kenya which had four African members out of a total of sixteen. That was a step in the right direction and he hoped that in a few more years there would be at least parity of representation between Africans and non-Africans, and that similar experiments would be made in other Territories.

In the matter of industrial relations, the picture presented to the Committee was not very bright. Little or no progress seemed to have been made in labour legislation. In Hong Kong, for example, the working hours in the textile industry were the longest in the world. About 40 per cent of the workers were women. They had to work nearly twelve hours a day under conditions and for wages which left much to be desired, and they were entitled to only four holidays a year. He hoped that the Administering Power would take note of the Committee's concern and would take immediate action to remedy the situation. In Northern Rhodesia, on the other hand, his delegation noted with approval that at the end of June 1958 there had been 654 Africans filling advanced posts under the Copper Mining Company's advancement programme. In the Bahamas a Trade Union and Industrial Conciliation Act had been adopted, but his delegation understood that the labour leaders in that Territory did not consider that it conformed to ILO

(Mr. Rasgotra, India)

requirements. It would be interesting to know in what way the Act differed from the standards prescribed by the ILO.

It was gratifying to note that at long last the first African woman from Kenya had qualified as a registered nurse in the United Kingdom. He hoped that in the near future many more African nurses would be trained both in Kenya and in the United Kingdom.

The question of race relations had already been extensively dealt with in connexion with education and it was unnecessary to stress its importance. He cited the case of the Belgian Congo as an illustration. The report of the Parliamentary Commission of Inquiry concerning the riots in the Congo had concluded that among the causes of the troubles had been the fact that the level of human relations had not risen in proportion to the evolution of part of the Congolese population, the differences in the wages and salaries paid to Europeans and to indigenous évolués and failure to modify legislation on labour contracts as desired by the indigenous people. It was clear from the report of the Commission of Inquiry that there had been a complete negation of all of the Committee's recommendations in those respects. It was regrettable that no Belgian representative was present to give the Committee further information on the subject.

The representative of Ghana had cited instances of racial discrimination in other Territories. He entirely endorsed that representative's remarks and commended them to the consideration of the Administering Powers. Racial discrimination must be eradicated if the social, economic and above all the political advancement of the inhabitants of Non-Self-Governing Territories was to be ensured in an atmosphere of peace and harmony.

In conclusion he asked a question of the United Kingdom and WHO representatives. His delegation had been informed that WHO had prepared a scheme for tuberculosis control in the Somaliland Protectorate but that negotiations on the subject between the agency and the Protectorate authorities had broken down. His delegation would like to know what difficulties had arisen. He felt that the co-operation and assistance of WHO in that programme would have been beneficial to the Territory.

Mr. KHAN (International Labour Organisation) reminded the Committee that a Convention concerning discrimination in respect of employment and occupation had been adopted by the International Labour Conference at its forty-second session. That should be regarded as an important step towards the establishment of equality of opportunity. So far, the Convention had been ratified only by Israel, but he hoped that other States would follow suit as early as possible.

Mr. KANAKARATNE (Ceylon) said that, although his delegation by no means underestimated the importance of other aspects of social conditions in the Non-Self-Governing Territories, he wished to lay particular stress on the problems of juvenile delinquency. He could not entirely agree with the way in which the reasons for juvenile delinquency had been summarized in the Committee's report for 1958. Juvenile delinquency was not an isolated phenomenon, nor was it peculiar to the Non-Self-Governing Territories: it was the logical result of political, social and economic developments characteristic of a society that was in a transitional stage. One of its main causes was the movement from the countryside to the towns, which in turn was caused by the insecurity of the rural economy. That was what lay at the root of the matter; it was not enough to attempt to solve the problem by new methods of treatment and by such steps as the institution of juvenile courts. Society and family relationships in essentially agricultural communities were disrupted by rapid economic growth leading to increasing urbanization. The remedy lay in programmes for increased rural development, which would give some stability to the indigenous farmer and provide him with an incentive to stay on his land. Such programmes should include the application of modern production techniques, loans on easy terms, assistance in disposing of crops and improvements in hygiene and stockbreeding. The adoption of such methods would ensure that the next generation would remain on the land, close to its traditional social structure. Countries at the earliest stages of expansion could not afford the wastage of manpower and resources entailed by the movement of the population and especially of young people towards the towns. Once in the towns, those young people became disillusioned and had no obligations, duties or loyalties to any unit. They had unconsciously robbed themselves of that satisfying sense of belonging to a community and, estranged from their closely-knit rural life, they could not find a place for themselves. Was it surprising, then, that in their

(Mr. Kanakarathne, Ceylon)

frustration they turned to anti-social behaviour? He welcomed the efforts being made by most of the Administering Powers to tackle the problem, but he hoped that they would not overlook its real causes and the need for considering it in its proper economic perspective and against the psychological background of traditional loyalties, which were a powerful social force capable of acting as a deterrent to juvenile delinquency.

Mr. CASTRO ALVES (Brazil) said that the social problems in the Non-Self-Governing Territories arising out of unplanned urbanization and the impact of modern civilization, conflicting with traditional social customs, were of great importance. They had been examined in detail by the representatives of France and the United Kingdom during the previous session, and his delegation hoped that the whole matter would be carefully reconsidered, in the light of the progress achieved, when next the Committee dealt with social conditions as its main subject.

His delegation endorsed its statements during the preceding session on the subject of racial discrimination and hoped that future reports would show that some progress had been made.

Mr. MORE (United States of America) said that his delegation had nothing of significance regarding social conditions in United States Territories to add to the information covering the last fiscal year which had been transmitted to the Secretary-General. Replying to the Indian representative, he said that copies of the Committee's report for 1958 on social conditions had been sent to the appropriate departments of his Government and through them to the Territories under United States administration for their information. The significance of the problems arising from the transformation of an indigenous society by urbanization and industrialization, due to a variety of extraneous causes rather than to a need felt by the indigenous people for change, was fully recognized; it imposed on his Government a special responsibility to support and strengthen the social structure and to preserve in so far as possible all the potentials within the social structure which would enable the people to move through those rapid changes with a minimum of difficulty. Community development schemes were particularly important in circumstances where the family structure had been

(Mr. More, United States)

rural and had had to be changed to meet new pressures. The reference in paragraph 53 of the report to the need for imaginative social planning would be carefully considered by all agencies of the United States Government concerned with the Territories under its administration. It was most important that plans for economic and social development should be integrated.

Copies of General Assembly resolution 1328 (XIII) on racial discrimination in Non-Self-Governing Territories had been sent to the Department of the Interior and to the Territories. The Department of the Interior had reported that the Territories under United States administration were remarkably free from discriminatory legislation; as was well known, his Government was opposed to racial discrimination in any form.

Mr. CASTON (United Kingdom) said that, as in previous years, copies of the Committee's report had been sent by his Government to all those concerned with policy in such matters in the Territories under British administration.

ECONOMIC CONDITIONS IN NON-SELF-GOVERNING TERRITORIES, INCLUDING QUESTIONS ARISING OUT OF THE SPECIAL REPORT ON ECONOMIC CONDITIONS ADOPTED BY THE GENERAL ASSEMBLY IN 1957 (A/3647, A/4081 and Add.1 to 4, A/4082 and Add.1 to 5, A/4083 and Add.1 to 3, A/4084 and Add.1 to 4, A/4085 and Add.1 to 4, A/4086 and Add.1 to 10, A/4087 and Add.1 to 5, A/4088 and Add.1 to 14, A/4089 and Add.1 to 5)

Mr. BROWNING (United Kingdom) said that between 1946 and 1957 the overseas Governments had spent approximately £1,000 million on development. Of that sum, £600 million had come from local resources, £137 million from the Colonial Development and Welfare Acts, £187 million from private investment in overseas Government funds and £13.5 million from the International Bank. In addition, the Colonial Development Corporation had spent £53 million by 30 June 1958. Considerable economic progress had been made. Between 1948 and 1957 the volume of exports of primary products had increased by about half and the value of all colonial exports had more than doubled. The value of imports had risen even more. The level of investment had risen steadily; gross fixed capital formation had increased by 80 per cent, after allowing for price changes, and the gross domestic product had increased, in real terms, at the rate of about 4 per cent a year.

(Mr. Browning, United Kingdom)

Over £155 million had been spent between April 1946 and March 1958 under the Colonial Development Acts. The highest expenditure had been on education and then on roads, agriculture, fisheries and forestry, housing and water supplies and health, in that order. The guiding principle had been to allow the overseas Governments as much scope for initiative as possible. Nearly all development had been planned and executed by them. It had also been the practice in all but the poorest Territories to ask the local governments for a proportionate contribution and all but the poorest Territories had borne the residual recurrent charges on the local budget.

In the five-year period which would expire in 1960 the most important single development had probably been the series of schemes covering the annual costs of the Swynnerton plan for the intensive development of African agriculture in Kenya. Some very large schemes had been carried out for roads and water supply, particularly in Nigeria. On the social service side, the largest grants had been for university buildings and housing. The University College of Rhodesia and Nyasaland and the University of Malaya had each received grants of well over £1 million.

The finance provided by the Acts had encouraged Governments to plan ahead for development. In the overseas Territories as a whole the Colonial development and welfare money probably amounted to roughly 15 per cent of the aggregate Government expenditure on development. In the poorer Territories development financing had been drawn almost entirely from that source and few if any capital improvements would have been possible without it. In other Territories the part played by Colonial development and welfare money had been smaller and a greater proportion of the programmes had been financed from local budgetary surpluses and loans. Some of the Governments of the larger Territories had tended to devote their Colonial development and welfare money to education while using loan funds for revenue-earning projects. The benefits of that development work could be seen in terms of rising output, improved social services and a general improvement in the economic infrastructure.

Much however remained to be done and it would have to be done against a difficult background. The terms of trade of many Territories had recently

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(Mr. Browning, United Kingdom)

deteriorated and in several the immediate effect of the development so far achieved had been to increase the demand on Government resources. A difficult balance would have to be struck between what might be thought essential for development in the long run and what could in fact be financed, as regards continuing recurrent expenditure, from local resources. The need for external financial aid would persist for many years and the main source must clearly be the United Kingdom. His Government had therefore sought Parliamentary approval for a further sum of £95 million for the period 1956-64. Added to the sum of £44 million which was expected to remain from the previously approved sum on 31 March 1959 the new provision would place at the disposal of the overseas Governments a total of £139 million which, after the cost of special schemes had been met, represented an average annual expenditure of nearly £25.5 million as compared with current expenditure of rather less than £21 million.

In the past a valuable contribution to development financing had been made by the investment of privately owned funds through the medium of public loans on the London market. The development of external credit-worthiness was an important part of the preparation for self-government and the reaction of a securities market or an organization such as the International Bank to borrowing proposals from a particular Government could be a valuable guide to that Government in assessing the economic prospects of the Territory in relation to the availability of external loan finance. It was his Government's intention that the fullest possible use should continue to be made of the facilities of the London market.

When plans for the current development period had been made in 1955 it had been hoped that there would be a steady flow of external loan finance. In fact, however, there had been a serious shortage and that, together with the fall in commodity prices and the consequent effect on revenue, had adversely affected the pace of development. In some Territories it had been necessary to make the maximum use of short-term advances in anticipation of loans and by the end of the current financial year those Territories would be in urgent need of loans to retire the short-term advances. His Government believed that the overseas Governments should continue to look in the first place to private investment on

(Mr. Browning, United Kingdom)

the London market and to such other sources of external funds as might be available to them. Nevertheless, in order to be able to plan development on a reasonable basis, they must have some assurance that a basic minimum of external loan finance would be forthcoming at the appropriate time. Consequently, and that was a considerable departure from previous practice, his Government proposed to take powers to make loans to overseas Governments where it was satisfied that a Territory could not raise the necessary development funds in other ways. It was proposed that Exchequer loans towards the cost of approved development programmes would be authorized up to an annual ceiling of £25 million and an over-all ceiling in the five-year period ending in 1964 of £100 million. It was of course expected that overseas Governments would give the main emphasis to measures designed to expand their economic resources and to improve services contributing directly or indirectly to economic development and general advancement. At the same time however the objects for which Exchequer loans could be given would allow a slightly greater latitude than had existed in the Colonial development and welfare schemes in the past, although loans would not be made available for expenditure normally falling on the recurrent budget. Where expenditure financed from Exchequer loans involved the purchase of goods imported into the Territory, the availability of funds would not be tied by statute to United Kingdom exports.

As in the case of present Colonial development and welfare assistance, the Secretary of State would require to be satisfied that, where the project for which a loan was made involved the execution of any works, the law of the Territory concerned provided reasonable facilities for trade unions and that fair conditions of labour would be observed.

Past experience had shown that the division of external assistance into grants and loans was necessary and useful and that system would therefore be continued. The need for both types of assistance was expected to increase over the next five years and it was not possible to maintain a higher level of expenditure than before. His Government was confident that its proposals would ensure that the rate of development was maintained and, where possible, increased.

The meeting rose at 1 p.m.