

UNITED NATIONS
GENERAL
ASSEMBLY



Distr.
GENERAL

A/AC.35/SR.226
12 July 1961

ORIGINAL: ENGLISH

COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING TERRITORIES

Twelfth Session

SUMMARY RECORD OF THE TWO HUNDRED AND TWENTY-SIXTH MEETING

Held at Headquarters, New York,
on Monday, 1 May 1961, at 10.45 a.m.

CONTENTS

Social advancement in Non-Self-Governing Territories
(ST/TRI/B.1960/1, 2 and 4; A/4760):

- (a) Aspects of urban development (A/AC.35/L.335)
- (b) Aspects of rural development (A/AC.35/L.336)
- (c) Community development (A/AC.35/L.337)
- (d) Levels of living (A/AC.35/L.345)
- (e) Aspects of labour problems (A/AC.35/L.330-333; A/AC.35/L.339)
- (f) Racial discrimination in Non-Self-Governing Territories
(resolution 1536 (XV)) (A/AC.35/L.334 and Corr.1)
- (g) Juvenile delinquency (A/AC.35/L.329 and Corr.1)
- (h) Public health (A/AC.35/L.335, L.336, L.338)

PRESENT:

Chairman:

Mr. SCHURMANN (Netherlands)

Rapporteur:

Miss KAMAL Iraq

Members:

Mr. ROS Argentina

Mr. HOOD Australia

Mr. WIJEGONAWARDENA Ceylon

Mr. HERRERA CABRAL Dominican Republic

Mr. de CAMARET France

Mr. DADZIE)

Mr. KUNTOH) Ghana

Mr. AKUDE)

Mr. VELLODI India

Miss BROOKS Liberia

Mr. CASTAÑEDA Mexico

Mr. GOEDHART)

Mr. de BRUYN) Netherlands

Mr. EDMONDS New Zealand

Mr. de PINIES Spain

Mr. THOM) United Kingdom of Great

Mr. CHINN) Britain and Northern

Ireland

Mr. BINGHAM United States of America

Representatives of specialized agencies:

Mr. LLOYD International Labour
Organisation

Mr. AKRAWI United Nations Educational,
Scientific and Cultural
Organization

Mr. MORSE World Health Organization

Secretariat:

Mr. PROTITCH Under-Secretary for
Trusteeship and
Information from
Non-Self-Governing
Territories

Mr. KUNST Secretary of the Committee

SOCIAL ADVANCEMENT IN NON-SELF-GOVERNING TERRITORIES (ST/TRI/B.1960/1,2 and 4; A/4760):

- (a) ASPECTS OF URBAN DEVELOPMENT (A/AC.35/L.335)
- (b) ASPECTS OF RURAL DEVELOPMENT (A/AC.35/L.336)
- (c) COMMUNITY DEVELOPMENT (A/AC.35/L.337)
- (d) LEVELS OF LIVING (A/AC.35/L.345)
- (e) ASPECTS OF LABOUR PROBLEMS (A/AC.35/L.330-333; A/AC.35/L.339)
- (f) RACIAL DISCRIMINATION IN NON-SELF-GOVERNING TERRITORIES (resolution 1536 (XV)) (A/AC.35/L.334 and Corr.1)
- (g) JUVENILE DELINQUENCY (A/AC.35/L.329 and Corr.1)
- (h) PUBLIC HEALTH (A/AC.35/L.335, L.336, L.338)

Miss BROOKS (Liberia) welcomed the representative of Spain to the Committee; she was glad that the Spanish Government had decided to transmit information in accordance with Chapter XI of the Charter.

Mr. GOEDHART (Netherlands) said that the study of social development, to which the Committee was to give particular attention at the present session, comprised, according to the definition adopted by the Committee in 1955, the whole process of change and advancement in a Territory considered in terms of the progressive well-being of society and of the individual. Social development was concerned with human relations, and since in an ever-changing world there was no limit to human activities, the subject was a constantly expanding one.

His Government had always felt that, if social and other policies in a Territory were to be effective, the people needed to be consulted and kept informed on the implementation of those policies. Effective consultation with the people could be achieved only through their elected representatives and institutions, and the Netherlands Government had always voluntarily transmitted information on political and constitutional development, in accordance with the wishes repeatedly expressed by many Member States. At the previous session the Netherlands delegation had reported on steps taken towards the establishment of an elected central representative body for the whole Territory, enabling the population to have their say in the administration and formulation of policy; that body, the New Guinea Council, had been inaugurated at Hollandia, the capital of the Territory, on 5 April. That event marked the initiation of a phase of

(Mr. Goedhart, Netherlands)

"assisted self-government", which was a transitional stage on the road to full self-government. The Council would be consulted in advance on all fundamental aspects of policy, and would 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 thus 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.

The first official request made by the Netherlands Government to the New Guinea Council had been to make known within the term of one year its views on the manner in which self-determination should be effected and on the desirability of fixing a date for it.

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.

(Mr. Goedhart, Netherlands)

The institution of the New Guinea Council provided a further clear demonstration of his Government's desire to fulfil the letter and the spirit of Article 73 e of the Charter; as the Netherlands Minister for Foreign Affairs had said at the 886th plenary meeting of the General Assembly, the Netherlands was prepared to subject its policy and its actions, aimed at the speediest possible attainment of self-Government by the Papuan people, to the continuous scrutiny and judgement of the United Nations.

In response to General Assembly resolutions 1534 (XV) and 1536 (XV), his delegation intended to submit special papers on the preparation and training of indigenous civil and technical cadres and on racial discrimination.

Mr. CHINN (United Kingdom) said that the documents prepared by the Secretariat for the present agenda item, together with those submitted by WHO and ILO, presented a comprehensive account of social conditions in United Kingdom Territories. Incidentally, he welcomed the fact that the title of the item had been changed from "Social Conditions" to "Social Advancement" and hoped that that change implied a recognition that advancement had been made in the Territories under his country's administration.

The principles underlying the United Kingdom's social policy in the Territory still under its administration had been outlined by Sir Andrew Cohen at the 169th meeting of the Committee, during its ninth session in 1958. He had pointed out that, in 1955, the Committee had endorsed a broad definition of social development which had been hammered out by a conference held in the United Kingdom and according to which social development meant "nothing less than the whole process of change and advancement in a territory, considered in terms of the progressive well-being of society and of the individual"; indeed, it covered the economic, social, political and cultural fields. That definition emphasized the need to consider development as a single process. Social, economic and educational policies were justified not by the number of hospitals, colleges or dams built, but by the cumulative effect of those policies on the life and welfare of the people concerned.

(Mr. Chinn, United Kingdom)

The Secretariat's report on Aspects of Urban Development (A/AC.35/L.335) set out the many problems produced by urban living in all countries, and not merely in Non-Self-Governing Territories. In developing countries, the social problems caused by rapid urban growth were of a special character and could not necessarily be solved by the remedies which had been evolved in the longer established industrial societies. One of the obvious factors affecting both individuals and communities during the transition from a rural to an urban society was the strain placed on traditional social structures. The extent of the consequent social disruption depended on the nature of the new environment and the ability of the individual to make the necessary adjustment to it; such adjustment could not be satisfactorily made without assistance. The report stressed the rapidity at which towns were growing in Non-Self-Governing Territories as compared with European countries.

The housing problem was perhaps at once the most pressing and the most difficult problem with which to deal. In British overseas Territories, housing policy was in the hands of the territorial governments, though help and advice were available from the Secretary of State's Housing and Town Planning Advisory Panel, the Colonial Office Housing Advisor and the Tropical Building Research Section of the Building Research Station. Money had also been provided in the form of Colonial Development and Welfare grants and loans from the Colonial Development Corporation. Furthermore, British experience of housing in under-developed countries had been made available through regional organizations to countries and territories other than British Territories.

His Government's policy of creating the necessary conditions for self-government had led to an intensification of social and economic development, and thus to urban housing problems. Country people and immigrants drifted to the towns, overcrowding existing buildings and squatting on any unoccupied land; the problems were sometimes aggravated by the presence of refugees, as in Hong Kong, or by disasters such as the cyclones of 1960 in Mauritius. In addition, population growth in many tropical countries now exceeded 2.5 per cent a year.

Since there was no strong tradition of saving among potential householders in the Territories, governments had had to accept responsibility for a large proportion of the capital needed for housing. The professional and commercial groups tended

(Mr. Chinn, United Kingdom)

to buy suburban houses purchased with savings, supplemented by loans from banks, building societies or employers. Clerical and skilled manual workers and small traders usually needed help in the form of developed sites to build on, or the provision of accommodation on a rental basis. With regard to unskilled and semi-skilled workers, who formed the largest group, attempts were made wherever possible to house them in public authority housing or to persuade employers to provide suitable accommodation. There were many good examples of excellent modern housing being developed by firms, particularly in Nyasaland, Northern Rhodesia, Trinidad and Tanganyika. However, such a system involved certain undesirable social features such as the establishment of privileged groups, rent-free housing, the "tied cottage", and the "single enterprise community", and it was therefore the ultimate aim of government policy to enable workers to rent, or preferably to own, their own accommodation away from the premises of the employer. Suburban accommodation was also provided under aided self-help schemes, which enabled those willing to construct their own houses or to finance their construction to obtain cheap or free materials. In a low-wage-structure economy, housing might have to be subsidized by up to 50 per cent or more of its economic cost, and in recent years governments had had to invest considerable sums of money for that purpose. Money was provided not only by Colonial Development and Welfare grants but also by setting up a central housing fund which obtained its revenues from a number of different sources. House-building with the help of savings banks, co-operatives and thrift and building societies was also encouraged and efforts were made to attract private enterprise building either for sale or rental.

The competing needs of agricultural and industrial development and of education, health and other services meant that few governments could afford to tackle the problems of urban housing as they would wish. Apart from the actual building of houses, governments were responsible for town planning legislation, the administration of building regulations, land use survey, rents and so forth, and in those matters the United Kingdom was able to draw upon its own experience.

To turn to the report (A/AC.35/L.335), paragraph 115 seemed a little misleading in the light of the statement in paragraph 117 that the African housing situation in Northern Rhodesia had improved. The position in Northern Rhodesia was one of continuing effort against a background of ever increasing demand.

(Mr. Chinn, United Kingdom)

With regard to environmental sanitation, the statement in paragraph 39 that African local authorities in Kenya were unable to provide elementary sanitary services was somewhat inconsistent with the information given in the immediately following paragraphs; much remained to be done but progress was being made.

On the whole, the sections of the report dealing with the situation of urban workers gave a balanced and accurate picture. However, in connexion with paragraphs 45 and 46 dealing with migrant labour in East Africa, he wished to point out that ILO Conventions 50, 64 and 86, regarding recruitment and contracts, were applied in full, with the exception that Convention 50 had been declared inapplicable in Zanzibar.

Paragraph 52 stated that statutory minimum wages had not yet been introduced in Uganda. There had in fact been statutory control over wages for some years and a minimum wages order under the Minimum Wages Advisory Boards and Wages Council Ordinance, 1957, had been made in 1959.

With regard to Section D of the report, concerning vocational and technical education, he pointed out that no survey of facilities for vocational and technical education was complete without reference to facilities available in the United Kingdom to students from overseas Territories. For example, in 1959-60 there had been 329 students from Uganda and 398 from Kenya taking technical courses in the United Kingdom.

Only a passing reference was made in paragraph 73 to the new Kenya Polytechnic and Technical Institute. It might interest the Committee to know that the Institute had five departments - three for engineering, one for building and one for commerce and domestic science. Courses were also run in various trades and crafts.

He was not clear about the meaning of paragraph 170. He could state categorically that the quality of education throughout the Federation was much the same, although in Northern Rhodesia, because of its higher industrial development, more money was spent on African education and the training of Africans generally.

Paragraph 245 referred to a grant of £35,000 from the International Co-operation Administration of the United States. It was only fair to mention

(Mr. Chinn, United Kingdom)

that the United Kingdom Government had made a sum of £850,000 available to Fourah Bay College from Colonial Development and Welfare funds. Furthermore, in 1959 there had been 148 students from Sierra Leone and thirty-three from the Gambia in technical colleges in the United Kingdom.

The general tone of paragraphs 322 and 330 was out of date; the provision for technical education in the Caribbean territories was greater than that described and was related to a growing industrial economy as well as to what was described in paragraph 322 as a "plantation economy".

With reference to the last two sentences of paragraph 324, the reason for depending upon examinations of the City and Guilds of London Institute was that its syllabuses were designed to be modified to suit the requirements of any given area, the standards being safeguarded by the Institute's extensive experience.

Paragraph 327 omitted to mention the technical institute established by a bauxite company at MacKenzie, in British Guiana. The new technical college referred to in paragraph 329 was the Jamaica College of Arts, Science and Technology, on the Board of Governors of which two important bauxite companies were represented. The College was now approaching its second phase of development, the first having been completed with the aid of a grant of £200,000 from Colonial Development and Welfare funds; a second grant of the same order of magnitude was under consideration. In 1960, there had been 106 full-time and 104 part-time students at the College.

With reference to paragraph 330, the Committee might be interested to know of a new technical college in Trinidad which would be devoted mainly to commercial subjects and was being built in Port of Spain with assistance from Colonial Development and Welfare funds.

In 1959, there had been some 549 students from the Caribbean Territories in technical colleges in the United Kingdom and a large number in Canada and the United States.

Section E of the report was in some respects the least satisfactory, since it had tried to cover too much ground in too short a space. As far as United Kingdom Territories were concerned, the main focus of social welfare activities

(Mr. Chinn, United Kingdom)

continued to be the family unit rather than the individual. The aim was to alleviate stresses on the family, to provide social welfare services designed to prevent maladjustment, to replace lost values and to integrate the new family unit into the life of the wider community. That was a co-operative task and, as the report pointed out, the United Kingdom Territories made full use of the activities of voluntary leaders and non-governmental organizations while ensuring central control and direction of social policy.

The statement in paragraph 86 that "at Thika there is a school for the blind" was a somewhat cursory manner of reporting on the extensive work of the Royal Commonwealth Society for the Blind. Both Kenya and Uganda had voluntary societies for the welfare of the blind, set up with the active assistance of the Royal Commonwealth Society in London and in receipt of grants from territorial government funds. In Kenya, apart from the school at Thika, the Society had set up, with the help of the Government, tanneries where blind workers were trained to be self-supporting. Both Kenya and Uganda had also been pioneers in the training of blind farmers for agricultural work. Societies for the welfare of the blind were now functioning in all British territories and the Royal Commonwealth Society had extensive plans for their expansion.

In view of the great need for training social workers, the United Kingdom Government had given special attention to the matter in recent years and several courses had been organized in United Kingdom universities. It was, however, considered essential that training should as far as possible be obtainable in the Territories themselves. It was true, as stated in paragraph 188 of the report, that the Northern Rhodesian training centre for African welfare workers had been closed, but the Northern Rhodesian Council of Social Services had appointed a training committee under the chairmanship of the Government Director of Social Welfare to consider the whole question of training for social work and allied services. The University of London had been approached and had given permission for students to take the External Diploma in Social Studies. The Northern Rhodesian Council of Social Services, in conjunction with the Rhodes-Livingstone Institute of Social and Economic Research, had organized classes for registered students.

(Mr. Chinn, United Kingdom)

Since there was still a need for lower-level training for all workers, both European and African, a campaign had been launched to raise funds for a permanent building. The sum of £60,000 had been donated by the Ernest Oppenheimer Memorial Trust towards capital expenditure, Crown land at Lusaka, worth £15,000, had been made available and the Oppenheimer College had been born. The College was being constructed in two stages, the first of which had already been completed, and it would accommodate 174 students. The United Kingdom Government had made a grant towards the second stage of construction. The College, which was multi-racial and was supported by the Nyasaland Government, offered two courses: a two-year course leading to the External Diploma in Social Studies of the University of London, and a three-year course leading to the Oppenheimer Diploma in Social Studies for social workers who did not possess university entrance qualifications. The scheme was supported by the three Governments of the Central African Federation, by all the copper mining companies, by the municipal corporations, the Rhodes-Livingstone Institute, the University College of Rhodesia and Nyasaland, all the Christian churches, the Chambers of Commerce, the Oppenheimer Memorial Trust and the Dulverton Trust. The ICA had accepted an invitation to supply two specialists on training in social work.

In 1960 the Government of Hong Kong had invited Dr. Youngusband, a well-known expert in social work training, to advise on the whole range of training for social work. The main recommendations in her report had been accepted by the Hong Kong Government and means were now being sought to implement them. He had stressed those two developments because they were systematic of the trend in all Territories towards better training facilities for social workers.

He would not make a detailed statement on item 4 (b) (Aspects of rural development). As far as the United Kingdom Territories were concerned, the Secretariat report (A/AC.35/L.336) was an objective and fair exposition of a large and highly technical subject. Nor would he dwell at the present stage on item 4 (c) (Community development), since his delegation would make a statement on the subject at a later stage.

With regard to item 4 (e) (Aspects of labour problems), the International Labour Office had submitted a series of interesting papers on which he would like to comment.

(Mr. Chinn, United Kingdom)

The report on conditions of employment for women (A/AC.35/L.330) was rather inadequate. For example, paragraph 9 stated that the education of girls was adversely affected "because preference is frequently given to boys where admission to the schools is concerned" without making it clear whether the preference was exercised by the authorities or the parents. With regard to the information on the Caribbean area in paragraphs 23 to 31, no Territory of the Federated West Indies was mentioned, so that the information was seriously unbalanced. The most striking feature of the paper as a whole was the virtually total omission of reference to the social forces affecting women's access to employment and education. A process of social education was being energetically pursued in most of the United Kingdom Territories and the measures were having a cumulative effect, but the present social circumstances and the climate of public opinion could not be wholly ignored. The United Kingdom entirely agreed that it was desirable to give women access to employment and to provide them with suitable training for that purpose. Lastly, many of the statistics given in the paper were out of date.

The ILO report on vocational training facilities and employment opportunities for indigenous workers in certain Non-Self-Governing Territories of Central and East Africa (A/AC.35/L.331) concentrated on Kenya, Northern Rhodesia and Nyasaland, for reasons which were not clear. It was particularly difficult to deal with training facilities in Kenya as distinct from East Africa as a whole, because the East African Governments shared the responsibility for providing higher education for the three Territories in the region. The report appeared to discount the efforts of overseas Governments and to make generalizations, based on inadequate evidence, with regard to educational matters which did not normally fall within the experience of the ILO. Paragraph 10, for example, misstated the position. The three East African Governments contributed practically the whole of the recurrent expenditure of the University College of East Africa and of the Royal College at Nairobi. It was anticipated that eventually there would be a university of East Africa consisting of three university colleges, one at Makerere in Uganda, the Royal College at Nairobi and a new college in Tanganyika which was expected to open in 1962. The student population of Makerere would increase to 1,200 in the near future. The student body of the Royal College was now well over 300 and an increase to 850 was planned. Technical training at a lower level was provided in five trade schools in Kenya; in 1960, 1,128 apprentices were being trained in ten artisan trades. Work on the first phase of the buildings for the

(Mr. Chinn, United Kingdom)

Kenya Polytechnic at Nairobi had been completed and classes were being held. There were, of course, cases where it was impossible to provide facilities locally for the study of some particular subject and in such cases the Kenya Government frequently assisted students to go overseas, either to the United Kingdom or to other countries, for further education.

The real educational bottleneck in East Africa, however, was at the secondary level. There was a shortage not only of capital and money for recurrent expenses but also of teachers. Nevertheless, nine new secondary schools had been started in Kenya during 1960 and thirteen additional teacher-training classes had been established, the number of teachers in training having risen by 222 to a total of 4,089, 1,202 of whom were women. Recently, arrangements had been made for the appointment of 150 United States graduates who would receive further training at Makerere College and would subsequently serve as teachers in East African schools.

Fields of vocational training which were not covered in the ILO report, but which were of paramount importance to the three Territories mentioned were those concerned with the public service. His delegation would refer to some of them in connexion with item 5 of the agenda. There was also no mention of a rural training centre in Northern Rhodesia to which his delegation would refer in connexion with community development.

Part II of the ILO report represented a fair and balanced assessment of employment problems. Paragraph 60, however, seemed a little hard on overseas Territories. The opening sentence could equally well apply to the major industrial countries, where the recession of 1959-1960 had taken many unaware. The recession had increased the difficulties of the Non-Self-Governing Territories and was the fundamental economic reason for unemployment.

With reference to paragraph 69, Africans would be given the opportunity to advance to positions of greater responsibility in the copper belt of Northern Rhodesia under a new agreement signed in 1960.

It was true, as stated in paragraph 89, and also in paragraph 52 of Section I, that few requests for ILO technical assistance had been made by the Governments of Kenya, Northern Rhodesia and Nyasaland, not because the United Kingdom was unaware of the value of ILO assistance but because in the fields mentioned all those Territories freely called upon the technical resources of the United Kingdom. There was no reluctance to use ILO assistance where it could appropriately supplement United Kingdom resources.

(Mr. Chinn, United Kingdom)

The facts presented in the ILO report on labour-management relations (A/AC.35/L.332) were frequently out of date. For example, there had been some rather unfair criticism of employers on a number of counts at the Committee's eleventh session. Most of those criticisms were no longer true; considerable progress in the organization of employers had been made in recent years in practically every United Kingdom Territory with a significant wage-earning population, largely owing to the influence of the United Kingdom Overseas Employers Federation. The Federation also urged its affiliates to give prompt recognition to representative trade unions and to take the initiative in developing joint negotiating machinery as soon as circumstances were propitious.

The statement in paragraph 6 that some agricultural workers were excluded from the scope of trade union legislation did not apply to United Kingdom Territories. There was no restriction or prohibition on the organization of agricultural workers in United Kingdom Territories; in both Kenya and Uganda, for example, a substantial increase in trade union membership amongst agricultural workers had been achieved over the past two years and several collective agreements had been concluded.

Some of the provisions criticized in paragraph 15 were designed to reduce the number of unions with overlapping interests. At the first ILO African Regional Conference it had been recognized that there was a conflict between absolute freedom of association, as laid down by Convention 87, and the best interests of the workers. He hoped that the ILO would be able to make a further study of the problem.

Referring to the first sentence of paragraph 42, he said that, with one or two exceptions, the only statutory restrictions placed upon strikes in the United Kingdom Territories occurred in essential services where a stoppage would have a serious and immediate effect upon the life and health of the community. In such services every effort was made to establish joint machinery for the settlement of disputes. He would not go into the subject for the time being, since his delegation might wish to take it up later in connexion with social security measures.

Referring to paragraph 171 of the ILO report on welfare facilities (A/AC.35/L.339), he said it was untrue that in United Kingdom Territories the housing provided by employers was mainly temporary and of low standard. Moreover, the earlier descriptive paragraphs of the report did not support that assertion, which was also contradicted to some extent by paragraph 172.

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(Mr. Chinn, United Kingdom)

With reference to sub-item 4 (f) (Racial discrimination), he would only say at the present stage that social advancement in any Territory was only possible if carried out in a spirit of complete racial co-operation. Many of the social development measures inspired by the United Kingdom Government and implemented by the overseas Territories were contributing to breaking down racial discrimination where it was still to be found. His delegation would make a statement on the subject at a later stage. As far as item 4 (g) (Juvenile delinquency) was concerned, he hoped when commenting on the Secretariat's report on the treatment of juvenile offenders (A/AC.35/L.329) to give a more favourable picture of what the United Kingdom was doing in that field than was given in that document.

He trusted he would not be accused of undue criticism of the efforts made by the Secretariat and the specialized agencies to present the facts. He realized the difficulties of giving an objective picture of developments in so wide a field as social advancement. It was impossible to assess the degree of success of any social policy over so short a period as three years; its effects would only become apparent in the life of succeeding generations. The United Kingdom hoped that its efforts in working with the peoples of the dependent Territories were helping them to achieve a foundation of social progress upon which they could continue to build when they had ceased to be the concern of the Committee. Much remained to be done in the Non-Self-Governing Territories but the responsibility for action was increasingly becoming the concern of the territorial governments themselves.

Mr. EDMONDS (New Zealand) said that in the Non-Self-Governing Territories, as in all countries, many basic social problems remained to be solved. However, man in society was continually confronted with problems which were incapable of permanent solution and could be overcome only through constant efforts, and then not finally. The argument that the granting of immediate political independence to all dependent Territories offered the only solution to their social, economic and educational problems assumed that, before the independence or full self-government was achieved, some organism or socio-political entity capable of growth and development was already in existence. The efforts of the Administering Powers were directed towards the establishment of such an entity, in accordance with their obligations under the Charter and with the moral principles that had guided

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(Mr. Edmonds, New Zealand)

their policies over the last few decades. In co-operation with the people of the Territories concerned, they had achieved much and had virtually liquidated the former colonial empires.

Non-Self-Governing Territories could not be expected to progress by their own efforts alone. They should, however, be organized internally so as to be able to make the best possible use of their own mental and material resources and of all external resources. Besides imported capital and technical skills, it had been suggested that there were at least four other prerequisites of durable, self-sustaining advance: first, a substantial degree of literacy and the existence of a small number of people with the education and skills necessary to govern and undertake managerial and technical tasks; second, a substantial measure of social justice so that individuals could share in the benefits of progress; third, a reliable apparatus of government and public administration; and, fourth, a clear conception of what development involved.

The importance of social development in dependent areas, had been acknowledged in the Charter and in many resolutions of the General Assembly, and the related question of the preparation and training of indigenous civil and technical cadres, referred to in General Assembly resolution 1534 (XV), was of particular concern throughout Non-Self-Governing Territories. New Zealand would submit a special report on the situation in its island Territories, where its policy was directed towards the achievement of two objectives - an improvement in material standards of living and the fostering of local political responsibility. The two concepts were closely linked and experience had shown that the participation of the people, at the level of island councils as well as territorial assemblies, was essential for both the planning and implementation of social, economic and political development. This was in fact part of that process of education which was the key to progress.

New Zealand's island Territories depended largely on subsidies and other forms of assistance from the administering country. While the Territories raised local revenue of about half a million pounds each year, New Zealand's expenditure on the islands was about £1.5 million or £63 for every man, woman and child in the Territories. That expenditure inevitably raised the general standard of living in the islands, where, although cash incomes were comparatively low, real income, which depended to a considerable extent on the food and housing provided by the

(Mr. Edmonds, New Zealand)

islanders' own efforts and on services provided free by the Administration, was maintained at reasonable levels. In the Cook Islands, the value of exports had more than doubled between 1950 and 1959 and similar progress might have been achieved in Niue, had it not been for the severe drought of 1957/1958 and the hurricanes of 1959 and 1960. Following the hurricanes, a comprehensive re-housing scheme was begun in Niue and a housing scheme based principally on loans, but also providing for more direct assistance, had been successfully operating for some years in the Cook Islands. Public health activities had recently been extended and the year 1960 had shown a record decrease in infant mortality in the Cook Islands. In 1959/1960, the sum of £135,000 or £7.5 per capita was spent on health services in that group, where tuberculosis was no longer the principal cause of death. On Niue, increased attention was being paid to health education, and assistance was being sought from the South Pacific Commission and the World Health Organization in that connexion.

In the past year, a Special Committee, on which workers, employers and the Legislative Assembly were represented, had been inquiring into labour and employment conditions in the Cook group. The recommendations of the Committee placed special emphasis on workers' compensation and the machinery for dealing with industrial disputes, but wage rates, hours of work, overtime, safety, health and welfare and the employment of women and children were also considered. Such recommendations as were appropriate would probably also be applied to Niue.

Adult education was an essential factor in social development. The co-operative movement had continued to grow in the Cook Islands, where it had proved an important educational as well as economic factor. Niue had no co-operatives but the export trade in plaited handicrafts was being reorganized on a co-operative basis. Community development was also of considerable importance in promoting social, economic and educational advance. In some of the islands administered by New Zealand the concept of community development was part of the traditional order. In others, where the older social structures had lost much of their cohesion, it was necessary to organize the community along new lines. Carefully directed and comprehensive schemes of community development were of great value, as were also the more general activities of women's committees and similar organizations. In the Cook Islands, the Department of Social Development had placed special emphasis on

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(Mr. Edmonds, New Zealand)

its women's interest project, which had initially been organized with the assistance of the South Pacific Commission. A special Women's Interest Project officer had been appointed and it was hoped that the following year the South Pacific Commission would be able to assist in planning a similar movement in Niue. Stress had been placed on co-ordination of, and education in, community development techniques through radio broadcasts.

There was no racial discrimination in the social organization of New Zealand's island Territories and no real barriers between the indigenous people and the few residents who had been born elsewhere. 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. Juvenile delinquency was not a significant problem and in the few cases that did occur deferred sentences were usually awarded by the Courts. The elderly, the unemployable as well as the young, were cared for by the family group and there was thus no need for large-scale social security measures, although administration officials were members of a superannuation scheme. Health and dental services and compulsory education were provided free, despite the problems posed by the very wide dispersal of small communities and consequent communication and transport difficulties. The New Zealand Government also granted scholarships for post-primary and university education to outstanding students in the Territories.

New Zealand's policy was based on the idea of partnership in the planning and implementation of all forms of development. Although they received substantial financial and technical assistance, both the Cook Islands and Niue had representative Assemblies with wide powers of legislation and control over all local revenue. The Island Councils carried on the work of co-operation in matters of direct interest to the small communities. Increasing emphasis had been placed on all forms of education and considerable progress had been made. Thus, despite the islands' financial dependence on New Zealand, which seemed likely to continue indefinitely, an effort was being made to avoid any feeling of psychological dependence or subordination among the inhabitants. New Zealand was grateful to the international community not only for the material assistance given the people of the territories, but also for invaluable contributions in the realm of ideas.

The meeting rose at 12.20 p.m.