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PROGRESS ACHIEVED BY THE NON-SELF-GOVERNING TERRITORIES  
IN PURSUANCE OF CHAPTER XI OF THE CHARTER

Report prepared by the Secretary-General  
in accordance with General Assembly resolution 1053 (XI) <sup>1/</sup>

PART A: INTRODUCTION AND GENERAL SURVEY

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<sup>1/</sup> The present document constitutes the first of the three main parts into which the report is divided. The studies and territorial summaries which constitute parts B and C have been issued during the past several months as a series of separate documents. They are listed in an annex to the present document.

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PROGRESS ACHIEVED BY THE NON-SELF-GOVERNING TERRITORIES  
IN PURSUANCE OF CHAPTER XI OF THE CHARTER

PART A: INTRODUCTION AND GENERAL SURVEY

I. INTRODUCTION

Origin of the report

1. The end of 1955 marked the completion of ten years of United Nations action in respect of Chapter XI of the Charter, which takes the form of a "Declaration regarding Non-Self-Governing Territories" and enshrines the principle that the well-being of dependent peoples constitutes a sacred trust. At its tenth session in that year the General Assembly, in resolution 932 (X) of 8 November, recalled that under resolutions adopted by it from 1946 onwards valuable information indicating the manner and extent of implementation of the principle that the interests of the inhabitants of the Non-Self-Governing Territories are paramount had been transmitted by the Member States administering the Territories, analysed and summarized by the Secretary-General, and studied each year by the Assembly. It expressed the opinion that an examination of the progress achieved in the Territories since the establishment of the United Nations, based on the information mentioned, would be highly desirable and should make it possible to ascertain the extent to which the peoples concerned were advancing towards the attainment of the goals set in Chapter XI of the Charter.
2. The General Assembly accordingly invited the Secretary-General to submit, after consultation with the specialized agencies which would also be concerned, a report on the main points that might usefully be considered in an examination of the progress made in the Territories. The Secretary-General did so at the eleventh session;<sup>2/</sup> and by resolution 1053 (XI) of 20 February 1957 the Assembly, considering the principal points indicated in his report to form a satisfactory basis, invited him to prepare, in collaboration with the specialized agencies concerned and for submission to the Assembly at its fourteenth session, "a report

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<sup>2/</sup> Official Records of the General Assembly, Eleventh Session, Annexes, agenda item 35, document A/3196.

on the progress that has taken place in the Non-Self-Governing Territories, in those fields on which information has been transmitted, in accordance with the objectives set forth in Chapter XI of the Charter, since the establishment of the United Nations".

#### Structure of the report

3. The present report is the result of those initiatives. It is divided into three main parts. The first part provides, in addition to this introductory section, a general survey of the situation of the Non-Self-Governing Territories as a whole between 1946 and the present, giving among other things, an account of the changes which have taken place in the status of the Territories, including the attainment by a number of them of a full measure of self-government; a general review of the principles and practical measures adopted by the Administering Members to promote progress in the Territories; and a summary of measures of international collaboration for economic, social and educational advancement.

4. The second main part of the report comprises a series of studies in which economic, social and educational conditions in the Non-Self-Governing Territories are examined and analysed in their general and in many particular aspects.

5. The third part of the report consists of a summary of conditions in each of the Territories on which information was being transmitted at the end of the period under review, with particular reference to changes and trends reported during the period.

6. For their contributions to the report the Secretary-General owes a particular debt of gratitude to the specialized agencies - the Food and Agriculture Organization of the United Nations, the International Labour Organisation, the World Health Organization and the United Nations Educational, Scientific and Cultural Organization - which have not only given their close and generous co-operation at all stages of the planning and preparation of the report as a whole but have also provided a major proportion of the specialized studies of subjects falling within their fields of competence which are to be found in the second main part.

Nature, scope and treatment of information

7. The preparation of the progress report has been undertaken within the framework established by the General Assembly in the two resolutions referred to above. The fundamental principles observed were, as set forth by the Secretary-General in his report to the General Assembly at its eleventh session,<sup>3/</sup> that the progress report should (a) be based on information furnished by the Members of the United Nations responsible for the administration of the Non-Self-Governing Territories; (b) take as guiding principles the general views and recommendations on economic, social and educational policies in the Territories which have been approved by the General Assembly; and (c) while adequately covering each separate Territory, should principally be directed towards the examination of conditions, problems, policies and prospects of general applicability in Non-Self-Governing Territories.

8. Of these three main elements, the nature of the information used as the basis of the report requires explanation in order that both its scope and its limitations may be understood. The General Assembly in resolution 1053 (XI) expressed the opinion that the report should be based on the information transmitted under Article 73 e of the Charter and on the supplemental information supplied to the secretariats of the United Nations and of the specialized agencies by the Administering Members concerned. The nature and scope of this information have evolved since 1946 as a result both of improvements in the collection of statistical and factual data and of developments in United Nations procedures, a brief account of which will serve to define the kinds of information available.

9. Chapter XI of the Charter comprises a series of general and specific undertakings on the part of Members administering Non-Self-Governing Territories. Most of these, as will be shown in the following chapter, are in the nature of declarations of policy or intent in respect of the political, economic, social and educational development of the Territories. They also include, as Article 73 e, the undertaking to transmit regularly to the

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<sup>3/</sup> Ibid., para. 8.

Secretary-General for information purposes, subject to such limitation as security and constitutional considerations may require, statistical and other information of a technical nature relating to economic, social and educational conditions in the Territories. In 1946, in the light of views expressed by Member Governments which had notified to the Secretary-General the Non-Self-Governing Territories falling under their jurisdiction and within the scope of Chapter XI, the question of the nature of the information to be transmitted under Article 73 e was discussed at the second part of the first session of the General Assembly. Some Members responsible for Non-Self-Governing Territories considered that the nature of the information to be transmitted was clearly defined and limited by the precise reference of Article 73 e to "statistical and other information of a technical nature relating to economic, social and educational conditions". Some other Members considered that, since the Administering Members were no less committed by the terms of Chapter XI as a whole to the political advancement of the Territories than to their economic, social and educational well-being, they were equally obliged to inform the United Nations of the discharge of their responsibilities in the field of political development. A third body of opinion among the Member States, and one which then prevailed and has continued to do so, was that information on the political progress of the Territories would be of great interest and importance and that its transmission, while not mandatory, was greatly to be desired and encouraged.

10. The nature of the information to be transmitted was given more detailed consideration in 1947 by an ad hoc Committee established by the General Assembly by resolution 66 (I). By that time, eight Administering Members had transmitted information on fifty-seven Territories. Criticisms to the effect that the information supplied did not give a sufficiently clear picture of the conditions of life of the peoples of the Territories, and that it varied too widely in form as between the various Administering Members, led to the suggestion that a standard questionnaire might be formulated. An outline of headings under which information should be transmitted was drawn up by the Committee with the assistance of representatives of the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organisation (ILO), the World Health Organization (WHO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO), and it was adopted by the General Assembly in resolution 142 (II) as a provisional Standard Form for the guidance of the Members concerned.

11. The provisional Standard Form subdivided the social, educational and economic fields into particular aspects of each; in addition, since some of the Administering Members had voluntarily transmitted information of a general nature about their Territories and also information on the development of self-governing institutions, the Form included an optional general section covering geography, history, people, human rights, and government. On this last point, in a separate resolution adopted at the same session - resolution 144 (II) - the General Assembly recorded its view that the voluntary transmission of information on self-governing institutions in the Territories was entirely in conformity with the spirit of Article 73 and should therefore be duly noted and encouraged.

12. By 1948 the first application of the Standard Form had shown an improvement in the information transmitted on economic, social and educational conditions, and all except two of the Administering Members had also included the optional information on some or all of their Territories. By resolution 218 (III) the General Assembly invited those which had not done so nevertheless to supply information on geography, history, people and human rights. In 1949 all of the Administering Authorities transmitted such information, although not yet, in some cases, on all of their Territories; and a number of them continued to send information on the structure of government. The Assembly decided by resolution 327 (IV) that when a revision of the Standard Form was undertaken, the general information on geography, history, people and human rights should cease to be classified under the optional category. The effect of this would be to continue to regard the sending of information in the political field - specifically, on government - as a matter for decision by the Administering Members concerned.

13. An eventual revision of the Standard Form had been contemplated in 1948, when by resolution 221 (III) the General Assembly invited the specialized agencies to examine the relevant sections of the Form as a preliminary step. In 1951, on the basis of a text prepared by the Secretariat in consultation with the specialized agencies, the Assembly by resolution 551 (VI) approved a revised Standard Form.<sup>4/</sup> This version represents a more comprehensive and more detailed guide than did the provisional one. It invites the Administering Members, first, to provide a survey of principles and practical measures showing general trends

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<sup>4/</sup> See resolution 551 (VI), annex.

in the Territories. In a general section it provides for information on geography (including principal natural resources), history, people (including population data and statistics) and, as an optional subject, government (specifying such aspects as constitutional legislation, nationality, structure and powers of government, and local government). The economic section includes public and private investment; agriculture and livestock, including land tenure and use, assistance for agricultural production, research, education and extension services; forestry; fisheries; mineral resources and mining; power; industry; transport and communications; public finance, including the budget and taxation; banking and credit; international trade. Aspects of social conditions listed include problems of race and cultural relations; human rights; the status of women; labour and employment conditions, including employers' and workers' organizations, welfare activities and vocational training; co-operative societies; standards of living; town and rural planning and housing; social security and welfare; prevention of crime and treatment of offenders; public health; and, as a subsequent addition, community development.<sup>5/</sup> Under educational conditions the Standard Form enumerates such matters as administrative organization, expenditure, the institutional structure and curricula from the pre-primary to the university level, adult education, youth organizations, cultural institutions and mass communications. A particular point is made in the Standard Form of the participation of the inhabitants in the major fields of development. Finally, it contains appendices suggesting the manner of presentation of several categories of statistics.

14. While the Standard Form was designed "for the guidance" of the Members concerned and the General Assembly did not go further than to invite them to take it into account in the preparation of the data to be sent, the information transmitted on the Non-Self-Governing Territories has gradually been brought into closer accord with it. In general, the information has increased in quantity and improved in quality over the years, reflecting in part the evolution of the Territories and the growth of their statistical services. It has also been amplified by other means. The General Assembly has from time to time, and with varying results, addressed specific requests to the Administering Members for more detailed information on such subjects as the use of United Nations technical assistance, the exercise of human rights and the association of Territories with

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<sup>5/</sup> See resolution 930 (X).



the European Economic Community. Moreover there has been general agreement that relevant territorial, departmental or special reports may, with the consent of the Governments concerned, be used as supplementary sources of information;<sup>6/</sup> since 1948 such publications, communicated or authorized, have gradually been increased so as to cover, in the case of many Territories, official reports on nearly all aspects of development in the economic, social and educational fields. Information made available to the specialized agencies and other international and inter-governmental organizations, and the publications which they have based on it, represent an additional source.

15. The information thus transmitted by the Administering Members since 1946, the supplementary information communicated or otherwise authorized by them, and the information available to and published by the contributing specialized agencies therefore constitute the factual basis of the present report. Account has also been taken of explanations of policy and descriptions of practice given in regard to the Territories by representatives of Administering Members at sessions of the General Assembly and its Committee on Information from Non-Self-Governing Territories, but only where these have occurred within the context of Chapter XI of the Charter. The accumulated body of information is substantial, especially for approximately the second half of the period under review. Such limitations as exist in the economic, social and educational data on some of the Territories largely reflect differences in practice as between Administering Members, and to some extent as between territorial authorities, in the collection and more particularly the publication of information in such forms as departmental reports and the results of special inquiries and investigations. Outside of these three fields the constitutional obstacles, indicated earlier, to the transmission of information of a political nature have placed important limitations on the kind and volume of data available. Although a majority of the Administering Members have regularly supplied information on a voluntary basis concerning the structure of government in their Territories, the great majority of the Non-Self-Governing Territories and of their population as a whole are those administered by Members who as a matter of principle have not found it possible to transmit information on political development except, in some cases, as it has affected such matters as the participation of the inhabitants in measures of economic, social and educational advancement.

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<sup>6/</sup> See resolution 143 (II).

16. The period covered by the report is, in general, the period from 1946 to 1957, the latter being the last year for which complete information on most of the Territories had been transmitted at the time of preparation of the report. In some instances, however, the final year is 1956; in some cases also, in order to explain the background of a given development, reference is made to the period before 1946; and there are a few instances, notably in the special studies contained in the second part of the report, where important information relating to the period since 1957 had become available in official form and was considered to warrant reference. A further point of explanation to be made is that in the territorial reports contained in the third part, only those Territories are included on which information under Article 73 e was transmitted for the year 1956. On the other hand, in the studies comprising the second part of the report references are made where appropriate to conditions, during the period when they were non-self-governing, in some of the Territories which have since passed outside the scope of Chapter XI of the Charter. These references relate only to the former status of the Territories concerned and to the years in which information on them was transmitted under Article 73 e, and are not to be understood as reflecting existing conditions or prejudicing in any way their present status.

Previous summaries, studies and reports

17. In serving the special purposes for which it was initiated by the General Assembly, the present report may usefully be related to the continuing series of publications which represent regular United Nations activity under the auspices of the Assembly and within the framework of Chapter XI of the Charter. These publications, which may be regarded as complementary to the report and which have provided, as mentioned in paragraph 7, its guiding principles, consist in particular of the summaries prepared annually by the Secretary-General of the information transmitted under Article 73 e; studies on economic, social and educational conditions prepared on the basis of that information by the United Nations Secretariat and the specialized agencies concerned; and the reports of the Assembly's Committee on Information from Non-Self-Governing Territories and its predecessors.

18. The processes of summarization, analysis and discussion of the information transmitted on the Territories reflect, as in the case of the history outlined above of the nature and scope of the information, the evolution of principles and procedures by the General Assembly since 1946. While it was generally recognized from the beginning that the information to be transmitted to the Secretary-General under Article 73 e should be made available to all the Members of the United Nations, their right to examine it formally within the agenda of the General Assembly, and the manner in which that examination should take place, became and has remained a subject of controversy. This situation has resulted from a difference in viewpoint between those Members, on the one hand, who have maintained that the Charter respects the exclusive nature of the rights of the Administering Authorities in the Territories, that it provides for the transmission of technical information only "for information purposes," and that it contemplates no procedure or machinery for the examination of conditions in the Territories; and those Members, on the other hand, who have insisted that the inclusion in the Charter of the obligations entered into by the Administering Members implies a right and even a duty on the part of the United Nations to review the implementation of those obligations and that, for such practical reasons as the large volume and the technical nature of the information transmitted, some form of machinery is needed to assist the General Assembly in examining it.

19. The predominance of the second of these points of view led first to the establishment by the General Assembly in 1946<sup>7/</sup> of an ad hoc Committee and then, in 1948<sup>8/</sup> and 1949<sup>9/</sup> to the setting up of special committees to examine summaries and analyses prepared by the Secretary-General, at the Assembly's request, of the information transmitted. In 1950<sup>10/</sup> a special committee was again established, this time for a period of three years; it was renewed for three years in 1952<sup>11/</sup> and again in 1955<sup>12/</sup> and 1958<sup>13/</sup>. From 1951 it has been known as the Committee on

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<sup>7/</sup> See resolution 9 (I).

<sup>8/</sup> See resolution 146 (II).

<sup>9/</sup> See resolution 219 (III).

<sup>10/</sup> See resolution 332 (IV).

<sup>11/</sup> See resolution 646 (VII).

<sup>12/</sup> See resolution 933 (X).

<sup>13/</sup> See resolution 1332 (XIII).

Information from Non-Self-Governing Territories<sup>14/</sup>. Each of these bodies has been composed of an equal number of Members transmitting information and Members elected by the General Assembly on a wide geographical basis.<sup>15/</sup> Their terms of reference have remained unchanged since 1949: namely, to examine, in the spirit of paragraphs 3 and 4 of Article 1 and of Article 55 of the Charter,<sup>16/</sup> summaries and analyses of the information transmitted under Article 73 e, including any papers prepared by the specialized agencies and any reports or information on measures taken in pursuance of the resolutions adopted by the General Assembly concerning economic, social and educational conditions in the Non-Self-Governing Territories; and to submit to the Assembly reports containing such procedural recommendations as the Committee may deem fit and such substantive recommendations as it may deem desirable relating to functional fields generally but not with respect to individual Territories.

20. The summaries and analyses presented by the Secretary-General each year under these arrangements have grown in scope as well as in volume during the period in response to successive requests on the part of the General Assembly. Summaries of the information transmitted have been prepared since 1946; the first analyses, dealing with agriculture, public health, education and labour, were undertaken in 1947. In 1948 the General Assembly decided that the Secretary-General should prepare full summaries and analyses of the information during 1949 and thereafter at three-year intervals, showing the progress made over the three-year period in economic, social and educational matters, with annual supplements in the intervening years. The analyses were extended in 1948 and 1949 to cover economic conditions and social welfare in addition to the subjects mentioned above, and after 1949 they were further developed in accordance with a view expressed by the General Assembly, in establishing a Committee for a three-year term for the first time,<sup>17/</sup> that the

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<sup>14/</sup> See resolution 569 (VI).

<sup>15/</sup> The Committee was composed in 1959 of Australia, Belgium, France, the Netherlands, New Zealand, the United Kingdom and the United States as Administering Members; and Brazil, Ceylon, the Dominican Republic, Ghana, Guatemala, India and Iraq as elected Members.

<sup>16/</sup> These articles state the basic purposes, principles and objectives of the United Nations in regard to international co-operation for economic and social advancement and for the observance of human rights and fundamental freedoms.

<sup>17/</sup> See resolution 219 (III).

value of the Committee's work would be enhanced if, without prejudice to its annual consideration of all three of the fields of economic, social and educational conditions, special attention were given to one of these fields each year. The Assembly therefore invited the Committee to give particular attention to educational conditions in 1950; and for that purpose the Secretary-General laid before it, in addition to studies of aspects of economic and social development, six reports on educational problems in the Territories. Similarly, the Committee gave special attention in 1951 to economic conditions and in 1952 to social conditions, for which the Secretary-General again prepared additional studies. The cycle was repeated in the period 1953-1956 and again in the period 1957-1959. The analyses presented by the Secretary-General have included an increasing number of papers prepared by the specialized agencies contributing, as noted in paragraph 6 above, to the present report. A number of the same agencies, and in addition the United Nations Children's Fund, have also submitted accounts of their own activities in Non-Self-Governing Territories.

21. The procedure which has developed for the examination of the information transmitted under Article 73 e is that the Committee on Information from Non-Self-Governing Territories, meeting some months before each regular annual session of the General Assembly, uses the summaries and analyses presented by the Secretary-General as the basis of its examination of economic, social and educational conditions in the Territories. It is assisted in this by representatives of the specialized agencies concerned; and a number of the Administering Members and some of the non-administering Members have made a practice, encouraged by the General Assembly, of including in their delegations as specialist advisers experts in the particular field to which primary attention is being given. The consensus of opinions arising from the exchange of views in the Committee and in the sub-committee which it appoints each year to facilitate its work is embodied in a report, submitted to the General Assembly, to which the analyses presented by the Secretary-General are annexed as an integral part. It is usual for the General Assembly, after discussion in the Fourth Committee, to approve these reports and to invite the Secretary-General to transmit them to the Members responsible for the administration of Non-Self-Governing Territories, to the Economic and Social Council, to the Trusteeship Council and to the specialized agencies concerned, for

their consideration. The Administering Members have also been invited<sup>18/</sup> to bring the reports to the attention of the local authorities in the Territories.

22. The summaries of information transmitted and the special studies based upon it - these comprising the opinions expressed by the Committee and the analyses prepared by the Secretary-General and the specialized agencies - are published annually as part of a continuing and related series. A list of the volumes previously published is given below. It should be noted that since 1957 the summaries of information of a supplementary character which appear in two years out of three have been prepared in nine separate fascicles covering respectively the Central, East, South and West African Territories, the Asian Territories, the Caribbean and Western Atlantic Territories, the Indian Ocean Territories, the Pacific Ocean Territories, and other Territories not falling into the geographical groupings. The summaries of information found in the third part of the present report, covering the period since the establishment of the United Nations, supplant the three-year summaries which would otherwise have been due in 1959.

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<sup>18/</sup> See General Assembly resolution 645 (VII).

Previous publications

Non-Self-Governing Territories. Summaries of Information transmitted to the Secretary-General during 1946 (U.N. Pub. Sales No.: 47.VI.B.1) (157 pp.)

Non-Self-Governing Territories. Summaries and Analyses of Information transmitted to the Secretary-General during 1947 (U.N. Pub. Sales No.: 48.VI.B.1) (509 pp.).

Non-Self-Governing Territories. Summaries and Analyses of Information transmitted to the Secretary-General during 1948 (U.N. Pub. Sales No.: 49.VI.B.1) (686 pp.).

Non-Self-Governing Territories. Summaries and Analyses of Information transmitted to the Secretary-General during 1949 (U.N. Pub. Sales No.: 50.VI.B.1 Vol. I) (254 pp.) (U.N. Pub. Sales No.: 50.VI.B.1 Vol. II) (676 pp.).

Non-Self-Governing Territories. Summaries and Analyses of Information transmitted to the Secretary-General during 1950 (U.N. Pub. Sales No.: 51.VI.B.1 Vol. I) (159 pp.) (U.N. Pub. Sales No.: 51.VI.B.1 Vol. II) (548 pp.) (U.N. Pub. Sales No.: 51.VI.B.1 Vol. III) (344 pp.).

Non-Self-Governing Territories. Summaries and Analyses of Information transmitted to the Secretary-General during 1951 (U.N. Pub. Sales No.: 52.VI.B.1 Vol. I) (173 pp.) (U.N. Pub. Sales No.: 52.VI.B.1 Vol. II) (373 pp.). Special Study on Economic Conditions and Development in Non-Self-Governing Territories (U.N. Pub. Sales No.: 52.VI.B.2) (415 pp.).

Non-Self-Governing Territories. Summaries and Analyses of Information transmitted to the Secretary-General during 1952 (U.N. Pub. Sales No.: 53.VI.B.1 Vol. I) (138 pp.) (U.N. Pub. Sales No.: 53.VI.B.1 Vol. II) (830 pp.). Special Study on Social Conditions in Non-Self-Governing Territories (U.N. Pub. Sales No.: 53.VI.B.2) (270 pp.).

Non-Self-Governing Territories. Summaries and Analyses of Information transmitted to the Secretary-General during 1953 (U.N. Pub. Sales No.: 54.VI.B.2) (293 pp.). Special Study on Educational Conditions in Non-Self-Governing Territories (U.N. Pub. Sales No.: 54.VI.B.1) (133 pp.).

Non-Self-Governing Territories. Summaries and Analyses of Information transmitted to the Secretary-General during 1954 (U.N. Pub. Sales No.: 55.VI.B.2) (285 pp.). Special Study on Economic Conditions in Non-Self-Governing Territories (U.N. Pub. Sales No.: 55.VI.B.1) (219 pp.).

Non-Self-Governing Territories. Summaries of Information transmitted to the Secretary-General during 1955 (U.N. Pub. Sales No.: 57.VI.B.1) (541 pp.). Special Study on Social Conditions in Non-Self-Governing Territories (U.N. Pub. Sales No.: 56.VI.B.1) (172 pp.).

Non-Self-Governing Territories. Summaries of Information transmitted to the Secretary-General during 1956:

- Central African Territories (ST/TRI/B.1956/1) (39 pp.).
- East African Territories (ST/TRI/B.1956/2) (61 pp.).
- South African Territories (ST/TRI/B.1956/3) (29 pp.).
- Indian Ocean Territories (ST/TRI/B.1956/4) (49 pp.).
- West African Territories (ST/TRI/B.1956/5) (79 pp.).
- Caribbean and Western Atlantic Territories (ST/TRI/B.1956/6) (131 pp.).
- Asian Territories (ST/TRI/B.1956/7) (84 pp.).
- Pacific Territories (ST/TRI/B.1956/8) (105 pp.).
- Other Territories (ST/TRI/B.1956/9) (56 pp.).

Special Study on Educational Conditions in Non-Self-Governing Territories  
(U.N. Pub. Sales No.: 56.VI.B.2) (130 pp.).

Special Study on Economic Conditions in Non-Self-Governing Territories  
(U.N. Pub. Sales No.: 58.VI.B.1) (201 pp.).

Non-Self-Governing Territories. Summaries of Information transmitted to the Secretary-General during 1957:

- Central African Territories (ST/TRI/B.1957/1) (61 pp.).
- East African Territories (ST/TRI/B.1957/2) (56 pp.).
- Southern African Territories (ST/TRI/B.1957/3) (30 pp.).
- Indian Ocean Territories (ST/TRI/B.1957/4) (22 pp.), (ST/TRI/B.1957/4/Add.1) (26 pp.).
- West African Territories (ST/TRI/B.1957/5) (46 pp.).
- Caribbean and Western Atlantic Territories (ST/TRI/B.1957/6) (115 pp.).
- Asian Territories (ST/TRI/B.1957/7) (50 pp.).
- Pacific Territories (ST/TRI/B.1957/8) (98 pp.).
- Other Territories (ST/TRI/B.1957/9) (50 pp.).

Special Study on Social Conditions in Non-Self-Governing Territories  
(U.N. Pub. Sales No.: 58.VI.B.2) (239 pp.).

Special Study on Educational Conditions in Non-Self-Governing Territories  
(U.N. Pub. Sales No.: 59.....)



## II. THE NON-SELF-GOVERNING TERRITORIES UNDER THE CHARTER OF THE UNITED NATIONS

### The Declaration regarding Non-Self-Governing Territories

23. The Charter of the United Nations was drafted and ratified, and the organization which it established came into being, at a time when roughly a quarter of the world's estimated population lived in what were popularly known as colonial or dependent Territories over which sovereignty was exercised by a small number of other countries. Of the approximately 2.3 billion people who inhabited the earth at the end of 1945, the peoples of sovereign States accounted for roughly 1.5 billion. Their numbers were to be increased within a short time to nearly 2 billion, notably through the emergence in Asia of new States whose independence was already fully or largely assured at the time of the founding of the United Nations. Approximately a quarter of a billion people remained, comprising for the most part the inhabitants of colonies, protectorates, overseas possessions and mandated territories in Africa, South-East Asia, the Caribbean area and the Pacific Ocean; and although the precise identities and exact numbers of these non-self-governing peoples were not at once formally established, the segment of mankind which they represented was recognized in general terms as a substantial one, and their political destinies and economic, social and educational well-being became an important preoccupation of the authors of the Charter.

24. This concern of the post-war international community for the interests of the dependent peoples was expressed in Chapter XI of the Charter, which takes the form of a "Declaration regarding Non-Self-Governing Territories". It is based on the principle that the interests of the inhabitants of these Territories are to be recognized as paramount, and that the obligation to promote their well-being is in the nature of a sacred trust. The fulfilment of that trust involves, as the General Assembly has stated,<sup>19/</sup> "certain specific obligations, including the obligation to develop self-government and to assist the inhabitants in the progressive development of their free political institutions". These obligations, in the terms of the Declaration which sets them forth, devolve upon those Members of the United Nations which are responsible for the administration of the Territories concerned. The text of the Declaration, which consists of two articles, is as follows:

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<sup>19/</sup> See resolution 9 (I).

"Article 73

"Members of the United Nations which have or assume responsibilities for the administration of territories whose peoples have not yet attained a full measure of self-government recognize the principle that the interests of the inhabitants of these territories are paramount, and accept as a sacred trust the obligation to promote to the utmost, within the system of international peace and security established by the present Charter, the well-being of the inhabitants of these territories, and, to this end:

"a. to ensure, with due respect for the culture of the peoples concerned, their political, economic, social, and educational advancement, their just treatment, and their protection against abuses;

"b. to develop self-government, to take due account of the political aspirations of the peoples, and to assist them in the progressive development of their free political institutions, according to the particular circumstances of each territory and its peoples and their varying stages of advancement;

"c. to further international peace and security;

"d. to promote constructive measures of development, to encourage research, and to co-operate with one another and, when and where appropriate, with specialized international bodies with a view to the practical achievement of the social, economic, and scientific purposes set forth in this Article; and

"e. to transmit regularly to the Secretary-General for information purposes, subject to such limitation as security and constitutional considerations may require, statistical and other information of a technical nature relating to economic, social, and educational conditions in the territories for which they are respectively responsible other than those territories to which Chapters XII and XIII apply.

"Article 74

"Members of the United Nations also agree that their policy in respect of the territories to which this Chapter applies, no less than in respect of their metropolitan areas, must be based on the general principle of good-neighbourliness, due account being taken of the interests and well-being of the rest of the world, in social, economic, and commercial matters."

25. Chapters XII and XIII referred to in the Declaration are those which establish, in addition, an International Trusteeship System for the administration and supervision of such Territories as may by agreement with the United Nations be placed under it from among three categories of Territories: those held under mandate of the League of Nations; those detached from enemy States as a result of the Second World War; and those voluntarily placed under the system by States responsible for their administration. Each of the eleven Territories<sup>20/</sup> for which Trusteeship Agreements were eventually approved belonged to one or the other of the first two categories; they accounted for some 20 million of the world's dependent peoples, and left more than 200 million people subject in principle to the provisions of the Declaration regarding Non-Self-Governing Territories.

26. The first and longest enumeration of Non-Self-Governing Territories other than those under Trusteeship was established in 1946. The Charter defines the Territories to which the Declaration applies simply as those "whose peoples have not yet attained a full measure of self-government" and for whose administration Members of the United Nations "have or assume responsibilities". In the implementation of Chapter XI the General Assembly left to the Members the initiative of identifying, in the first instance, the Territories concerned by means of undertaking the transmission of information in accordance with Article 73 e. At the first part of its first session in 1946 the Assembly<sup>21/</sup> declared itself to be "keenly aware of the problems and political aspirations of the peoples who have not yet attained a full measure of self-government and who are not directly represented here"; drew attention to the fact that the obligations accepted under Chapter XI were already in full force; and requested the Secretary-General to include in his annual report on the work of the Organization a statement

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<sup>20/</sup> In Africa: Cameroons under French administration, Cameroons under United Kingdom administration, Togoland under French administration, Togoland under United Kingdom administration, Ruanda-Urundi, Tanganyika, Somaliland under Italian administration; in the Pacific: Nauru, New Guinea, Trust Territory of the Pacific Islands, Western Samoa.

<sup>21/</sup> See resolution 9 (I).

summarizing such information as might have been transmitted to him under Article 73 e. In a letter of 29 June 1946<sup>22/</sup> drawing the attention of the Members to this resolution, the Secretary-General invited them inter alia to give their opinions on the factors to be taken into account in determining which were the Non-Self-Governing Territories referred to in Chapter XI and to provide an enumeration of the Non-Self-Governing Territories under their jurisdiction. In their replies, some Members suggested definitions or criteria for a definition; some others expressed the opinion that it would be difficult to arrive at a definition applicable in all circumstances; and some others considered that the determination of the Territories was a matter within the national competence of the State concerned in each case. At the same time, eight Member States began at once to transmit information, or indicated their intention to do so, on a total of seventy-four Territories, as follows:

Australia (1): Papua.

Belgium (1): Belgian Congo.

Denmark (1): Greenland.

France (16): French Equatorial Africa, French establishments in India, French establishments in Oceania, French Guiana, French Somaliland, French West Africa, Guadeloupe and dependencies, Indo-China, Madagascar and dependencies, Martinique, Morocco, New Caledonia and dependencies, New Hebrides under Anglo-French Condominium, Reunion, St. Pierre and Miquelon, Tunisia.

Netherlands (3): Netherlands Indies, Curacao, Surinam.

New Zealand (2): Cook Islands including Niue, Tokelau Islands.

United Kingdom (43): Aden Colony and Protectorate, Bahamas, Barbados, Basutoland, Bechuanaland Protectorate, Bermuda, British Guiana, British Honduras, Brunei, Cyprus, Dominica, Falkland Islands, Fiji, Gambia, Gibraltar, Gilbert and Ellice Islands Colony, Gold Coast Colony and Protectorate, Grenada, Hong Kong, Jamaica, Kenya Colony and Protectorate, Leeward Islands, Malayan Union, Malta, Mauritius, Nigeria, North Borneo, Northern Rhodesia, Nyasaland, Pitcairn Island, St. Helena and dependencies, St. Lucia, St. Vincent, Sarawak, Seychelles, Sierra Leone, Singapore, Solomon Islands Protectorate, Swaziland, Trinidad and Tobago, Uganda Protectorate, Zanzibar Protectorate.

United States of America (7): Alaska, American Samoa, Guam, Hawaii, Panama Canal Zone, Puerto Rico, Virgin Islands.

27. Subject to reservations made by some of the Members concerned regarding the status of some of their Territories,<sup>23/</sup> and by other Members regarding questions of sovereignty,<sup>24/</sup> this enumeration had the effect of establishing the practical scope of Chapter XI as recognized by the Members administering non-self-governing peoples, and accordingly of indicating the physical dimensions of the sacred trust in terms of human and material resources. The estimated total population in 1946 of the Territories listed was approximately 215 million, of whom more than 115 million were the inhabitants of Territories in South-East Asia and the Pacific Ocean, more than 93 million lived in Africa and adjacent islands and nearly 6 million in the Caribbean area. The Territories varied enormously in size of population (from about 100 on Pitcairn Island to 24 million in Nigeria, 30 million in Indo-China and 73 million in the Netherlands Indies), and also, as the information transmitted on them at that time and in subsequent years showed, in the ethnic origins of their peoples, in the nature and degree of development of their economic resources, and in the rate and stage of their social and economic advancement.

28. The twenty-five Territories belonging to Africa and its adjacent waters included the greater part of the Continent between the Sahara Desert and the Zambesi River and an important sector of the Mediterranean littoral. At that time

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23/ The Government of France transmitted information without prejudice to the future status of the Territories concerned. It pointed out in particular that a law which would take effect on 1 January 1947 would confer on Martinique, Guadeloupe, French Guiana and Reunion the status of Departments of the metropolitan country, and that the juridical position of the other Territories within the French system was also in process of evolution (A/74, annex VIII). The Government of New Zealand stated that the inclusion of the Cook Islands, which were an integral part of New Zealand, was without prejudice to any interpretation of the expression "Non-Self-Governing Territories" (A/74/Add.2).

24/ On a number of occasions beginning with the second part of the first session of the General Assembly, reservations have been stated with regard to the listing of certain Territories. Reservations concerning sovereignty in respect of British Honduras (Belize Territory), the Falkland Islands (the Malvinas), Aden Protectorate (South Yemen), and Kowloon and New Territories of Hong Kong were made by Guatemala, Argentina, Yemen and China respectively, and were followed by counter-reservations on the part of the Government of the United Kingdom. Panama objected to the inclusion of the Panama Canal Zone.

only four independent States existed in Africa, which otherwise consisted of Trust Territories and a few areas possessing other special status or administered by States not Members of the United Nations. The Non-Self-Governing Territories enumerated as such included - in Nigeria, the eight territorial units of French West Africa, the four units of French Equatorial Africa, and the Belgian Congo - some of the largest agglomerations of African peoples. In the Far East, the greater part of the South-East Asian peninsula and the archipelagoes lying close to it were embraced by the Non-Self-Governing Territories enumerated: they included in particular an estimated total of more than 100 million people in French Indo-China, Malaya and the Netherlands Indies. The Caribbean Territories consisted of most of the smaller islands of that region and parts of the American Continent. In the Pacific Ocean area, most of the islands and island groups of the Pacific, other than those destined to be placed under trusteeship or composing or forming part of independent States, were listed. The remaining Territories were widely dispersed in the Mediterranean, the Atlantic and North America.

29. By the end of the period reviewed in the present report, the list of Non-Self-Governing Territories recognized as such had undergone substantial changes. The number of Territories enumerated had fallen from 74 to 55:<sup>25/</sup> but the change was much more significant in terms of the size of the populations involved. The estimated total population of the 55 remaining Territories, based on 1956 figures, was approximately 113 million, as compared with the total of approximately 215 million in the 74 Territories listed in 1946. In this comparison, moreover, the generally high rate of natural population increase must also be taken into account: the estimated population of the same 55 Territories in 1946 was 91 million. In particular, the total number of Asian and Pacific peoples identified as belonging to Non-Self-Governing Territories was reduced from more than 113 million to less than 14 million.

30. By far the most important factor in these changes in the geographical and human scope of the actual application of Chapter XI was the emergence of a number

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<sup>25/</sup> To some extent, the reduction results from changes in the identification of Territories. The total of 55 does not take into account additional Territories for which the cessation of information has been notified in 1959. See table in para. 68 below.

of the peoples concerned from non-self-governing status to that of independence or, in some cases, to that of a sufficiently full measure of self-government to warrant recognition by the General Assembly, explicitly or otherwise, that the provisions of the Declaration no longer applied to them. From seven Non-Self-Governing Territories, eight independent States which are also Members of the United Nations have emerged, four in Asia and four in Africa: Indonesia from the Netherlands Indies; Cambodia and Laos from French Indo-China; Morocco; Tunisia; Ghana, formerly the Gold Coast and an adjoining Trust Territory; the Federation of Malaya; and Guinea, formerly a territorial component of French West Africa. The two States of Viet-Nam have been constituted from the remaining portion of Indo-China. Four other Territories - Greenland, Puerto Rico, Surinam and Netherlands Antilles Curaçao - were removed from the list with the explicit agreement of the General Assembly upon acceding to forms of self-government in association with the Members which had administered them.

31. In addition, the Members responsible for Malta (the United Kingdom), the Panama Canal Zone (United States of America) and French Guiana, Guadaloupe, Martinique, Reunion, New Caledonia, the French Establishments in India and Oceania, and St. Pierre at Miquelon (France) ceased the transmission of information on these Territories after 1946 and provided explanations of the constitutional or other developments which in their view had necessitated this.

2. The nature and circumstances of these changes in status will be discussed in greater detail in the following section. It may be noted that further changes had been notified or were in prospect at the time of preparation of this report. The admission of Alaska as a State of the United States of America, and the prospect of a similar change of status for Hawaii, had been notified by the Government concerned; the Government of France had notified the cessation, as from 1957 and by reason of constitutional and political changes, of the transmission of information on French West Africa, French Equatorial Africa, French Somaliland, Madagascar and the Comores; and the expectation that Nigeria, the largest of the remaining African Territories, would be granted independence by the United Kingdom on 1 October 1960 had been made known to the United Nations in connexion with the future of the Trust Territory of the Cameroons under United Kingdom administration, which is administered as an integral part of Nigeria.

The attainment of a full measure of self-government

33. The terms of Chapter XI imply that the Territories enumerated in 1946, to which none have been added in the intervening years, represented the sum of Non-Self-Governing Territories for which Members of the United Nations were responsible, and that the number of Territories and peoples which have been removed from the list during the period under review is an index of the extent to which the objectives of the Charter have been fully attained and to which non-self-governing peoples have acceded to "a full measure of self-government".

34. The validity of this index has proved particularly clear in the case of the eight Territories or former component parts of Territories which not only attained independence during the period under review but also obtained admission to the United Nations, an Organization based on the principle of "the sovereign equality of all its Members".<sup>26/</sup> In most of these cases the act of admission to membership has served as a self-evident confirmation of the emergence of the former Territories from the scope of Chapter XI.

35. The experience of the period, including decisions of principle and of practical application on the part of the General Assembly, has also established, however, that "a full measure of self-government" may be attained in conditions other than those of full national independence. Article 73 provides that in the development of self-government due account is to be taken of the political aspirations of the peoples themselves, and also of the particular circumstances of each Territory and its people. While maintaining that the manner in which Territories can become fully self-governing is "primarily through the attainment of independence", the General Assembly has evolved a series of criteria and precedents which envisage the possibility of Territories attaining other separate systems of self-government, including free association on an equal basis with the metropolitan or other countries. In four such cases (Greenland, Puerto Rico, Surinam and Netherlands Antilles), the General Assembly has made a special examination of the constitutional and political development of the Territories - paying particular attention to evidence of the free expression of the wishes of their peoples - and has consequently given its agreement to the cessation of information on them. In the

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<sup>26/</sup> See Article 2, paragraph 1, of the Charter.



remaining cases, which occurred earlier in the period, cessation took place under circumstances explained by the Members concerned but without any specific formal action on the part of the General Assembly.

36. The degree of participation exercised by the international community in respect of the decision as to whether a given Territory is or is not self-governing within the meaning of Chapter XI has come about in conjunction with the evolution of procedures outlined in the introduction to this report. The problem of defining the Charter expression "territories whose peoples have not yet attained a full measure of self-government" arose in the earliest debates of the General Assembly in regard to Chapter XI. In 1946 it was agreed not to attempt a more concrete definition for the time being; instead, the Assembly formally enumerated<sup>27/</sup> the 74 Territories in respect of which the various Members concerned had begun to transmit information or had undertaken to do so in accordance with Article 73 e.

37. By 1948 the number of Territories on which information was received had fallen to sixty-four.<sup>28/</sup> The apparent omissions were the United Kingdom Territory of Malta, the Panama Canal Zone under United States administration, and the French Territories of French Guiana, Guadeloupe and Martinique in the Caribbean region, Indo-China and the French establishments in India, French Oceania and New Caledonia in the Pacific, Reunion in the Indian Ocean and St. Pierre and Miquelon in the North Atlantic. Although in some cases explanations had been given for these omissions, no provision had been made by which the United Nations would be officially informed of the constitutional changes justifying the discontinuation of the transmission of information. On these grounds the General Assembly in 1948 adopted a resolution<sup>29/</sup> in which, while welcoming any development of self-government, it expressed the opinion that it was essential for the United Nations to be informed of any changes as a result of which the Government concerned thought it unnecessary to transmit information in respect

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<sup>27/</sup> See resolution 66 (I).

<sup>28/</sup> Including Pitcairn Island, on which information was not sent in 1948 for practical reasons, and the Comores, previously listed as a dependency of Madagascar.

<sup>29/</sup> See resolution 222 (III).

of any given Territory. Accordingly, the Members were invited in any such case to communicate to the Secretary-General any appropriate information including the constitution, legislative act or executive order providing for the Government of the Territory, and the constitutional relationship of the Government of the Territory to the metropolitan country.

38. Replies were received in 1949 from the three Members concerned.<sup>30/</sup> In the case of Malta the United Kingdom recalled that its representatives had informed the General Assembly in 1947 of the fact that there were United Kingdom Territories which, while not yet in full control of their external affairs, were nevertheless fully responsible for the conduct of their internal affairs; these Territories included at that time Burma and Ceylon and, as from 5 September 1947, Malta. The United Kingdom Government took the position that since educational, social and economic conditions in Malta had become the exclusive concern of the Government of Malta it would be inappropriate and indeed impossible for the United Kingdom Government to continue to transmit information on these matters under Article 73 e.

39. The United States Government replied that the case of the Panama Canal Zone fell outside the scope of the General Assembly's resolution, the problem of the status of the Canal Zone in relation to Article 73 e being a subject for further study and consultation on the part of the Governments of the United States and of Panama.

40. Concerning the French Territories on which the transmission of information had ceased, the French Government reiterated its view that the determination of Territories whose peoples had not yet attained a full measure of self-government lay exclusively within the competence of the States which had responsibilities for their administration. The provisions of Article 73 e would normally cease to apply to Territories whose peoples had attained a sufficient degree of culture, prosperity and self-government. The Government then explained the changes in the political status of the Territories concerned which had come about under the French Constitution of 27 October 1946 establishing the French Union between, on the one hand, the Republic and its Overseas Departments and Overseas Territories

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<sup>30/</sup> See Official Records of the General Assembly, Third Session, Part I, Plenary Meetings, Annexes, document A/695, p. 291.

and, on the other hand, the Associated States and Associated Territories. The intention of the Constitution, it stated, had been to promote the emancipation of the overseas peoples either within the unity of the French Republic or under autonomous régimes within the French Union. The peoples which had taken the path of unity within the Republic received all the civic freedoms, duties and faculties which belonged to the inhabitants of metropolitan France; while the framework of the French Union made it possible for the peoples which had or aspired to their own political life to proceed towards autonomy. These principles had led the French Government to cease in 1947 the transmission of information as regards all the Overseas Departments (Guadaloupe, Guiana, Martinique and Reunion), which had been granted a régime largely identical with that of the departments of metropolitan France, and also as regards certain of the Overseas Territories (New Caledonia, the French Settlements in Oceania and St. Pierre and Miquelon), which had been provided with a regime on the whole closely resembling that of the Overseas Departments or metropolitan France as regards the status of the inhabitants and their means of political representation. In the case of the peoples outside the Republic, the French Government had similarly decided to cease in 1948 the transmission of information on the Associated States of Indo-China (Cambodia, Laos and Viet-Nam) on the grounds of the recognized powers of the Governments of these States, to which freedom of self-government to the extent of independence within the framework of the French Union had been granted by a series of conventions. Information was no longer being sent also on the French Settlements in India, whose inhabitants participated in the institutions of the Republic and enjoyed political rights similar to those of citizens of metropolitan France.

41. The French Government at the same time presented legislative and other texts relative to the status of the various units of the French Union in regard to which information had ceased to be transmitted. These included the Preamble and those other parts of the French Constitution of 1946 establishing the French Union; laws providing for the representation of the Departments and Territories in the French Parliament; decrees determining the composition of the territorial representative assemblies in St. Pierre et Miquelon, New Caledonia, the French Settlements in Oceania and the French Settlements in India; and a number of texts

concerning the Associated States, including the constitutions of the Kingdoms of Cambodia and Laos and a joint declaration made on 5 June 1948 by the French High Commissioner in Indo-China and the President of the Provisional Central Government of Viet-Nam.

42. The general points emerging from these statements taken as a whole were (1) that the determination of which Territories are not fully self-governing should be regarded as lying exclusively in each case within the competence of the State responsible for its administration; (2) that the granting of a certain measure of self-government within the constitutional framework of the metropolitan State should be considered to justify the discontinuance of the transmission of information; and (3) that when a Territory becomes responsible for the conduct of its internal affairs, even though it has not full control of its external affairs, the metropolitan State is no longer entitled to transmit information on such internal affairs. These propositions, however, encountered reservations of varying degree on the part of other Members of the United Nations; and although it did not take any formal action on the precise cases in question,<sup>31/</sup> the General Assembly at the end of 1949 adopted a resolution<sup>32/</sup> in which it asserted that "it is within the responsibility of the General Assembly to express its opinion on the principles which may in future guide the Members concerned in enumerating the Territories for which the obligation exists to transmit information

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31/ Except in the case of the former Associated States of Indo-China, the United Nations has taken no action since that date in respect of the French Territories concerned, whether within or outside the context of Chapter XI of the Charter. In 1952, however, after the Security Council had considered but failed to recommend the admission to United Nations membership of a number of States including Viet-Nam, Cambodia and Laos, the General Assembly in effect recognized the independence of these States by adopting resolution 620 (VII) on the question of the admission of new Members, in parts C, D and E of which it "determines that Viet-Nam (Cambodia, Laos) is, in its judgement, a peace-loving State within the meaning of Article 4 of the Charter, is able and willing to carry out the obligations of the Charter and should therefore be admitted to membership in the United Nations". Cambodia and Laos were eventually admitted to membership on 14 December 1955 by resolution 995 (X). On 28 February 1957 and again on 25 October 1957 the General Assembly, by resolutions 1017 (XI) and 1144B (XII), reaffirmed its determination that Viet-Nam "is fully qualified for admission to membership in the United Nations." The events resulting in the partitioning of Viet-Nam and the constitution of two separate republics have not been the subject of United Nations action.

32/ Resolution 334 (IV).

under Article 73 e of the Charter", and entrusted its Special Committee<sup>33/</sup> with an examination of "the factors which should be taken into account in deciding whether any territory is or is not a territory whose people have not yet attained a full measure of self-government".

43. Before this examination could be undertaken the largest of the Territories listed as Non-Self-Governing passed outside the scope of Chapter XI. In June 1950 the Government of the Netherlands informed the Secretary-General<sup>34/</sup> that it would no longer transmit a report on Indonesia since sovereignty over the former Netherlands Indies, with the exception of Netherlands New Guinea,<sup>35/</sup> had been formally and irrevocably transferred to the Republic of the United States of Indonesia on 27 December 1949 and the provisions of Chapter XI no longer applied to what was now a self-governing and sovereign State. The constitutional developments in Indonesia since the end of the Second World War had in fact been reported upon in the information transmitted by the Netherlands Government; in addition, the political situation had been the subject of separate action by the General Assembly in 1948 and 1949.<sup>36/</sup> On 28 September 1950 Indonesia was admitted to membership in the United Nations<sup>37/</sup> and on 12 December the General Assembly, "noting that the full independence of the Republic of Indonesia has been followed by the admission of that State to membership in the United Nations", took note with satisfaction of the Netherlands Government's communication with reference to the cessation of the transmission of information on Indonesia.<sup>38/</sup> This was the first occasion on which the combination of "full independence" and admission to the United Nations was formally accepted as sufficient indication, without resort to an examination within the context of Chapter XI of the constitutional basis of the new State, that a former Territory had attained a full measure of self-government within the meaning of the Charter.

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<sup>33/</sup> See the introduction to the present report.

<sup>34/</sup> See Official Records of the General Assembly, Fifth Session, Annexes, agenda item 34, document A/1302/Rev.1

<sup>35/</sup> Indonesia has subsequently expressed reservations concerning sovereignty over West Irian (Netherlands New Guinea) and the question has been discussed by the General Assembly outside the context of Chapter XI.

<sup>36/</sup> See resolutions 274 (III) and 301 (IV).

<sup>37/</sup> Resolution 491 (V).

<sup>38/</sup> See resolution 448 (V).

44. The questions of principle previously raised, however, and in particular the question of the cessation of information on Territories not acceding to national sovereignty, remained to be examined, and the matter was given further point by the Netherlands Government announcing, in the same communication as that relating to Indonesia, that in all probability no further reports on the Netherlands West Indies and Surinam would be submitted after 1950 since both these territories would then have acquired "an autonomous status and a full measure of self-government placing them outside the scope of Chapter XI". It was nevertheless the Government's intention in that case to submit a report pursuant to resolution 222 (III). In the resolution with which it dealt with Indonesia the General Assembly requested its Special Committee to examine such information of this kind as might be transmitted in future and to report on it to the Assembly.

45. Between 1951 and 1953 the General Assembly undertook, with the assistance of the Special Committee and two ad hoc Committees (1952 and 1953) appointed for the purpose, a number of detailed studies of the complex issues involved in the question of the factors indicating full self-government. A first list of factors, adopted by the General Assembly early in 1952<sup>39/</sup> as a basis for further study, asserted among other things by way of introduction that:

"The condition under which the provisions of Chapter XI of the Charter cease to apply will be that the inhabitants of the territory have attained, through political advancement, a full measure of self-government. The fulfilment of this condition may be achieved by various means, involving in all cases the expression of the free will of the people. The two principal means are (a) the attainment of independence and (b) the union of the territory on a footing of equal status with other component parts of the metropolitan or other territory or its association on the same conditions with the metropolitan or other country or countries."

In listing factors to be regarded as indicative, although not necessarily in all cases decisively so, of the attainment of one form or another of full self-government, the General Assembly described some elements as essential. It considered that:

"the essential factors to be taken into account in deciding whether a Non-Self-Governing Territory has attained a full measure of self-government are the following:

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<sup>39/</sup> See resolution 567 (VI).

- "(i) Political advancement: Political advancement of the population sufficient to enable them to decide upon the future destiny of the Territory with due knowledge;
- "(ii) Opinion of the population: The opinion of the population of the Territory, freely expressed by informed and democratic processes, as to the status or change in status which they desire.

"These factors apply both to Non-Self-Governing Territories which have achieved independence and to Non-Self-Governing Territories which have freely united or associated themselves on a footing of equal status with other component parts of the metropolitan or other country or countries. In the latter case, however, the following factors are also essential and should be taken into account:

- "(i) Legislative representation: Representation without discrimination in the central legislative organs on the same basis as other inhabitants and regions;
- "(ii) Citizenship: Citizenship without discrimination on the same basis as other inhabitants."

46. The list of factors underwent two revisions at the end of 1952 and in 1953, and in the resolutions<sup>40/</sup> approving them the General Assembly enunciated the following further points of principle:

(1) Each concrete case should be considered and decided in the light of the particular circumstances of the case and taking into account the right of self-determination of peoples;

(2) The manner in which the Territories can become fully self-governing is primarily through the attainment of independence, although it is recognized that self-government can also be achieved by association with another State or group of States if this is done freely and on the basis of absolute equality;

(3) The validity of any form of association between a Non-Self-Governing Territory and a metropolitan or any other country essentially depends on the freely expressed will of the people at the time of the taking of the decision;

(4) For a Territory to be deemed self-governing in economic, social or educational affairs - these being the fields on which information is required by Article 73 e to be transmitted - it is essential that its people shall have attained a full measure of self-government.

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<sup>40/</sup> Resolutions 648 (VII) and 742 (VIII).

47. The factors to be regarded as indicative of the attainment of independence were those relating to the Territory's international status (full international responsibility for its sovereign acts, eligibility for membership in the United Nations, power to enter into direct relations of every kind with other Governments and with international institutions, and sovereign right to provide for national defence); and those relating to internal self-government (complete freedom of the people to choose their form of government, freedom from control or interference by the government of another State in respect of the internal government, and complete autonomy in respect of economic, social and cultural affairs). The factors indicative of the attainment of other separate systems of self-government were the opinion of the population, freely expressed, as to their status; their freedom to choose between several possibilities, including independence; the nature of the voluntary limitation of sovereignty; geographical, ethnical and cultural considerations; sufficient political advancement to enable the population to decide upon the future destiny of the Territory with due knowledge; the nature of the international status of the Territory; and various aspects of the extent of internal self-government. The factors which would indicate the free association of a Territory on an equal basis with the metropolitan or other country include the questions of freely expressed popular opinion, freedom to modify the association through the democratic expression of the will of the inhabitants, geographical, ethnic and cultural considerations and the adequacy of political advancement. Constitutional considerations would also be involved: whether the constitutional guarantees extend equally to the associated Territory, whether there is any constitutional reservation of powers, and whether the Territory may participate equally in any constitutional changes. Aspects of the status of the Territory to be taken into account are representation in the central legislative organs, effective participation in government, equality of citizenship, and equality of eligibility to all public offices of the central authority. Internal constitutional conditions to be considered include the existence of universal suffrage and free periodic elections, equality of rights and status of individuals and local bodies, and the degree of autonomy in respect of economic, social and cultural affairs, including for example the degree of freedom from economic pressure.



48. The General Assembly recommended that the list of factors should be used for its own purposes and by the Administering Members as a guide in determining whether any Territory, due to changes in its constitutional status, remained or was no longer within the scope of Chapter XI, in order that in the light of the documentation to be provided concerning the constitutional changes, a decision might be taken by the Assembly itself on the continuation or cessation of the transmission of information.

49. In the period from 1953 to 1955 the General Assembly considered and approved the cessation of the transmission of information on four Territories attaining self-government other than by means of independent statehood. These were, in the order in which the decisions were taken, Puerto Rico, Greenland and the Netherlands Antilles and Surinam. In all cases the Administering Members concerned supplied details of the constitutional changes involved and of the circumstances in which those changes had been determined, and supplemented these with oral explanations by qualified authorities including in most cases elected representatives of the populations. In the course of the debates frequent references were made to the factors which had been approved in principle by the General Assembly, and in any event many of the principal issues which preoccupied the Assembly coincided with points included in the list of factors. The disposal of these cases, together with the guiding principles which had emerged from the protracted study of factors, established a pattern of procedure of which one of the underlying aspects was that the General Assembly formally asserted in each case<sup>41/</sup> its competence "to decide whether a Non-Self-Governing Territory has or has not attained a full measure of self-government as referred to in Chapter XI of the Charter", and proceeded to exercise that competence by giving its opinion as to whether or not the transmission of information should appropriately come to an end.

50. In the case of Puerto Rico, the Government of the United States by communications dated 19 January and 30 March 1953 informed the Secretary-General

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<sup>41/</sup> In the preamble to each of the principal resolutions concerned: 748 (VIII) in the case of Puerto Rico; 849 (IX) in the case of Greenland; and 945 (X) in the case of the Netherlands Antilles and Surinam.

that as a result of the entry into force on 25 July 1952 of a new constitution establishing the Commonwealth of Puerto Rico, the Government of the United States no longer considered it necessary or appropriate to continue to transmit information on Puerto Rico under Article 73 e. The Government of the United States also transmitted to the Secretary-General the text of the Constitution of the Commonwealth of Puerto Rico; a copy of a letter dated 17 January 1953 from the Governor of Puerto Rico to the President of the United States; and an explanatory memorandum setting forth the constitutional development of Puerto Rico under United States administration which had culminated in the establishment of the Commonwealth of Puerto Rico. It was explained that under United States administration, Puerto Rico had, over a fifty-four year period, progressively achieved self-government. A major step had been taken in 1917, when the people of Puerto Rico became American citizens and elected both houses of their legislature. In 1929 Puerto Rico acquired universal adult suffrage and in 1935 the last literacy requirements were removed. In 1945 and 1946 statements were made by the President of the United States committing his Government to the policy that it was "for the dependent peoples themselves to decide what their status shall be".

51. In 1947, the Congress of the United States authorized the people of Puerto Rico to elect their own Governor. In the elections for Governor which took place in 1948, each of the three alternatives - independence, statehood, and association with the United States - was presented by a political party which favoured it. The parties actively campaigned for the support of the electorate and nominated candidates for the legislature and the governorship. The majority of the people of Puerto Rico chose to be freely associated with the United States on the basis of mutual consent, as expressed in the Spanish name "Estado Libre Asociado" in the form of a "commonwealth". Public Law 600 of 1950 was enacted in the United States Congress to provide for the organization of a constitutional government by the people of Puerto Rico. The law expressly recognized the principle of government by consent and declared that it was "adopted in the nature of a compact", and had to be submitted to the voters of Puerto Rico in a referendum for acceptance or rejection. Four political parties took part in the campaign preceding the referendum. On 4 June 1951, 506,185 persons voted

in the referendum, 76.5 per cent of them in favour of the new law. On 27 August 1951, delegates representing three political parties were elected to a constitutional convention. The constitution drawn up by it was approved by a referendum based on universal adult suffrage on 3 March 1952. Of the 783,610 qualified voters, 456,471 participated; of these 373,594 or 81.84 per cent voted for the adoption of the constitution and 82,877 or 18.16 per cent against it. By Public Law 447, the United States Congress approved the constitution subject to certain conditions which were subsequently approved by the Puerto Rican Constitutional Convention. On 25 July 1952, the Commonwealth of Puerto Rico was proclaimed.<sup>42/</sup>

52. At the request of the General Assembly, the Committee on Information from Non-Self-Governing Territories examined the information in the light of the basic principles of Chapter XI of the Charter. The Committee took note, within "the limits of its terms of reference and without anticipating the disposal of this question by the General Assembly", that the information before it indicated that the Commonwealth of Puerto Rico might be considered as falling outside the scope of Article 73 e. At the eighth session of the General Assembly, when the Fourth Committee examined the information, discussion and inquiry turned particularly on the questions as to whether the people of Puerto Rico had fully exercised the right of self-determination; whether Puerto Rico had indeed achieved a full measure of self-government; the degree to which Puerto Rico was free to determine its own economic and social policies; and whether Puerto Rico was free to change its political and economic relationships with the United States. Further information on each of these points was provided by the representative of the United States. The Fourth Committee recommended to the General Assembly that it should consider it appropriate that the transmission of information on Puerto Rico should cease. When the General Assembly took up the question, an assurance was given on behalf of the President of the United States that "if, at any time, the Legislative Assembly of Puerto Rico adopts a resolution in favour of more complete or even absolute independence, he will immediately thereafter recommend

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<sup>42/</sup> For additional details, see Non-Self-Governing Territories: Summaries and analyses of information transmitted to the Secretary-General during 1953 (U.N. Pub. Sales No. 1954.VI.B.2), pp. 33-49.

to Congress that such independence be granted."<sup>43/</sup> The resolution adopted by the General Assembly<sup>44/</sup> on 27 November 1953 recognized that the people of Puerto Rico, by expressing their will in a free and democratic way, had achieved a new constitutional status and that they had effectively exercised their right to self-determination; they had been invested with attributes of political sovereignty which clearly identified their status of self-government as that of an autonomous political entity, and in these circumstances the provisions of Chapter XI could no longer be applied to the Commonwealth and the transmission of information should cease. Finally, the Assembly expressed its assurance that due regard would be paid to the will of both the Puerto Rican and American people in the conduct of their relations under the new statute and also in the eventuality that either of the parties to the mutually agreed association might desire any change in the terms of this association.

53. The procedures adopted relating to the cessation of information on Greenland followed the same general lines.<sup>45/</sup> By a communication dated 3 September 1953, the Government of Denmark informed the Secretary-General that, as a result of constitutional amendments adopted on 5 June 1953, Greenland had become an integral part of the Danish realm with a constitutional status equal to that of other parts of the Danish realm. In consequence, the Danish Government regarded its responsibilities under Chapter XI of the Charter as terminated and had therefore decided to cease the transmission of information under Article 73 e. In conformity with the wishes of the General Assembly,<sup>46/</sup> the Government of Denmark also communicated to the Secretary-General extracts from the Constitution and from the minutes of the Greenland Council and an explanatory memorandum giving a review of the political progress of Greenland which had led to its full integration in the Danish realm.

54. It was explained that from the time of its discovery in the tenth century, Greenland had always been connected with the Nordic realms. It had later come

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<sup>43/</sup> See Official Records of the General Assembly, Eighth Session, Plenary meetings 459th meeting, para. 66.

<sup>44/</sup> Resolution 748 (VIII).

<sup>45/</sup> For additional details, see Non-Self-Governing Territories: Summaries and analyses of information transmitted to the Secretary-General during 1954 (U.N. Pub. Sales No. 1955.VI.B.2), pp. 28-38.

<sup>46/</sup> See resolution 222 (III), referred to in para. 37 above. /...

under the Danish-Norwegian Crown and remained with Denmark when the two countries separated in 1814. Although Greenland, for cultural and economic reasons, had been excluded from the Danish Constitution adopted in 1849, local government had been instituted in 1850 and had been progressively widened. The policy of Denmark in regard to Greenland, established early in the eighteenth century, was that Greenlanders should enjoy the same fundamental rights as all other peoples. Illiteracy had been practically eliminated in the 1850's and after 1920 more rapid changes took place. In part, the changes were brought about as a result of a change in climate which, after 1920, became warmer. Seal became scarcer and fishing gradually replaced seal hunting, resulting in the introduction of a monetary economy. The experience gained by Greenlanders, in the participation in local government and the changes in their economic life led to further changes in the relationship between Denmark and Greenland. In 1925, under the Administration of Greenland Act, self-government was established for West Greenland through a system of municipal, district and national councils. In other parts of Greenland, participation in the administration of their own affairs was provided through the Hunters' Council in the Thule district and through the establishment in 1946 of colonial councils in East Greenland.

55. By 1950, the objective of the Danish Government's policy was no longer to protect the Greenlanders but to lead them into the Danish Community as equal citizens. Accordingly a number of economic, social and administrative reforms were proposed by the Greenland Commission. On the basis of these proposals further changes were made in West Greenland to bring the local government more in line with the rest of Denmark. In 1951, the Greenland Council emphasized its desire for direct representation in the Danish Parliament. A Constitutional Commission was set up to prepare a draft for a new Constitution, and this was discussed in February-March 1952 in the Greenland Committee of the Parliament in which members appointed by the Greenland National Council took part. In accordance with the wishes expressed by the Greenland delegates, the new Constitution applied equally to all parts of the realm of Denmark, including Greenland, the population of which would be represented in Parliament on equal terms with the population in the rest of Denmark. In September 1952, the Greenland National Council unanimously approved the draft of a new clause in the Constitution, which was subsequently adopted by the legislature and approved by

the Danish people in a referendum. The new Constitution entered into force on 5 June 1953.

56. When the Committee on Information from Non-Self-Governing Territories examined this information, references were made to a number of the factors which had been adopted by the General Assembly. Among the points raised were the extent to which the Danish Government had taken into account the list of factors in deciding to cease transmitting information on Greenland; whether the people of North and Eastern Greenland were equally represented in the Danish Parliament; whether under the new Constitution the Greenland Council had full powers over legislation affecting Greenland; whether there had been freedom of choice and whether a referendum had been held to ascertain the wishes of the people of Greenland to be incorporated in the Danish realm; and whether the Danish Constitution provided for secession. The Committee was informed that the new constitution had come into effect before the list of factors had been adopted by the General Assembly, but that the people of Greenland had freely expressed their wishes and wanted to be incorporated in the Danish realm. No referendum had been held as the elected representatives of the people had been unanimously in favour of integration. Two members of the Greenland Council assured the Committee that the new status of their country was fully in accord with the freely expressed wishes of the people of Greenland. As in the case of Puerto Rico the Committee rendered its views in a resolution by which it expressed the opinion, within the limits of its terms of reference and without anticipating the final disposal of this question by the General Assembly, that the information before it indicated that Greenland might be considered as falling outside the scope of Chapter XI of the Charter and that consequently it was no longer necessary or appropriate to transmit the information under Article 73 e. The General Assembly, in a resolution adopted to the same effect on 22 November 1954,<sup>47/</sup> expressed the opinion that the people of Greenland had, through their duly elected representatives, freely exercised their right of self-determination and that Greenland had freely decided on its integration within the Kingdom of Denmark on an equal constitutional and administrative basis with the other parts of Denmark. The Assembly noted with satisfaction the achievement of self-government by the people of Greenland.

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<sup>47/</sup> Resolution 849 (IX).

57. The processes by which the General Assembly, in effect, similarly satisfied itself that the peoples of the Netherlands Antilles and Surinam had attained a full measure of self-government were for various reasons more protracted; the status of the Territories in fact underwent further evolution after the Netherlands Government notified the United Nations in 1951 of the termination of transmission of information on them, and the General Assembly did not take final action until 1955. In making the notification in 1951 the Government transmitted the constitutional and other legal texts concerned and supplemented them with oral explanations, including those provided by special representatives from the Territories.

58. It was explained<sup>48/</sup> that following a promise of self-government to the overseas Territories made by the Queen of the Netherlands in 1942, in 1946 the Legislative Councils of the Netherlands Antilles and Surinam sent a joint mission to seek its fulfilment. As a first step, universal suffrage was introduced for men and women in elections to the Legislative Councils. In 1948, the constitution of the Netherlands was revised to open the way for the establishment of a new relationship between the different parts making up the Kingdom, in which each territory would manage its own affairs and look after their common interests jointly, on an equal footing. As the relationship between the two Territories and the Netherlands could not be finalized until agreement had been reached between the Netherlands and Indonesia, Interim Orders of Government were enacted in 1950 giving the Netherlands Antilles and Surinam control over their internal affairs. Under these orders, there was established in each Territory a central Government consisting of a Governing Council and an appointed Governor. The Governing Council was responsible to parliamentary bodies (Staten) elected by universal adult franchise. The Staten were responsible for the internal affairs of their own Territory; affairs not regarded as domestic or internal affairs but as matters of common interest were enumerated in the Interim Orders. The two Territories were each represented in the Netherlands by a General

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48/ For additional details see Information from Non-Self-Governing Territories: Summaries and Analyses of Information transmitted to the Secretary-General (U.N. Pub. Sales No. 1952.VI.B.1) Vol. 1, pp. 19-22; Ibid., 1953 (Sales No. 1954.VI.B.2), p. 32; Ibid., 1955 (Sales No. 1957.VI.B.1), pp. 4, 521-532.

Representative appointed by their responsible Governments. These representatives took part in an advisory capacity in deliberations affecting their Territories.

59. The General Assembly's Special Committee, to which the information had been referred, was further informed that although the Territories had not as yet an equal footing with the Netherlands, the settlement of the Indonesian question had opened the way to a conference to be held in the Hague in March 1952 between the two Territories and the Netherlands. This conference would decide on the procedure for the co-operation between all parts of the Kingdom on an equal footing relating to common affairs. The people of the Netherlands Antilles and Surinam, however, considered that they were now responsible for the economic, social and educational conditions in their own Territories and had decided that no further information should be transmitted under Article 73 e of the Charter. The discussions in the Committee centred on whether the Territories had attained a full measure of self-government. In particular, it was questioned whether self-government in economic, social and educational matters constituted full self-government in the meaning of Chapter XI of the Charter. It was also pointed out that all parties had agreed that the final relationship between the two Territories and the Netherlands was still subject to negotiation and possible change. As General Assembly action on the list of factors was still pending and more particularly as the final status of the Netherlands Antilles and Surinam were still subject to negotiations at the conference due to take place in 1952, the Committee adopted a resolution taking note of the communications of the Government of the Netherlands and transmitting the information, together with its report and the records of its discussions, to the General Assembly for any necessary action.

When at the end of 1951 the question was brought before the General Assembly, a review of the political development of the two Territories was given by the representative of the Netherlands and by the general representative of the Netherlands Antilles in the Netherlands. It was again affirmed that the main problem to be solved at the conference to take place in 1952 was to work out a basis for the co-operation of the partners on an equal footing in matters of common interest to the Kingdom. The General Assembly, expressing appreciation for the full information supplied to it, decided to refer the matter to the Ad Hoc Committee which it had established to study further the question of factors



indicating self-government, and to take it up again at the following session in the light of any report prepared by the Ad Hoc Committee on factors and taking into account whatever new arrangements as to common affairs might be developed at the 1952 conference between the Netherlands, the Netherlands Antilles and Surinam.<sup>49/</sup>

60. Delays which occurred both in the completion of the negotiations begun at the Hague in 1952 and in the completion of the study of factors contributed, however, to further postponements of a final decision. At the seventh session which followed, the General Assembly decided<sup>50/</sup> only that its second ad hoc Committee on factors should examine the documents on the Netherlands Antilles and Surinam in the light of the factors which the Assembly had provisionally approved at the same session. When this Committee met in 1953 it considered also a statement by the Netherlands Government that it had based its decision to discontinue the transmission of information on the fact that under Article 73 e this was to be subject to such limitations as security or constitutional considerations might require, and that as a result of the enactment of the Interim Orders of Government there were constitutional objections to continuing the transmission of information from 1951 onwards. Wide differences of opinion prevailed in the Committee, principally between administering and non-administering members, and the matter was referred to the General Assembly without recommendation. At its eighth session late in 1953 the Assembly, which had been informed that the negotiations between representatives of the Netherlands and the Territories, adjourned in 1952, would shortly be resumed, adopted a further resolution<sup>51/</sup> in which it noted with satisfaction the progress made by the Territories towards self-government; but it considered that the new status of the Territories could be rightly appraised only after the negotiations had led to a final result, which it was confident would represent a full measure of self-government. The Assembly also requested the Netherlands Government to resume the transmission of information "until such

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<sup>49/</sup> Resolution 568 (VI).

<sup>50/</sup> Resolution 650 (VII) of 20 December 1952.

<sup>51/</sup> Resolution 747 (VIII) of 27 November 1953.

time as the General Assembly takes a decision that the transmission of information in regard to these Territories should be discontinued."

61. The conference was eventually resumed in the spring of 1954 and negotiations finally led to full agreement on a new charter for the Kingdom of the Netherlands. On 30 March 1955, the Netherlands Government transmitted to the Secretary-General a communication in which it described the constitutional developments leading to the promulgation on 29 December 1954 of a Charter for the Kingdom of the Netherlands comprising the Netherlands, Surinam and the Netherlands Antilles, and enclosed a copy of the Charter together with an explanatory memorandum. As a result of the changes brought about in the constitutional position and in the status of Surinam and the Netherlands Antilles, the Netherlands Government regarded its responsibilities according to Chapter XI of the Charter in respect of Surinam and the Netherlands Antilles as having terminated. As provided for in advance by the General Assembly,<sup>52/</sup> the Committee on Information from Non-Self-Governing Territories examined the information from the Netherlands Government.

Representatives of Surinam and the Netherlands Antilles, who were included in the Netherlands delegation, explained that the Charter was based on the principles that the Netherlands, Surinam and the Netherlands Antilles had freely expressed their will to accept a new constitutional order in the Kingdom of the Netherlands which comprised the three countries; that each of the three countries exercised autonomy in internal affairs; that decisions on Kingdom affairs had to be taken jointly by the three countries on a basis of equality; and that the three countries accorded each other aid and assistance. Except in such matters as defence, foreign affairs and nationality, which were the prerogatives of the Kingdom, the three countries had exclusive authority to take final decisions. Moreover, each country could draw up and amend its own constitution. The Queen was the head of the Kingdom as well as the head of each of the countries, and the Kingdom and each of the countries had a parliamentary system of government. Statutes for the Kingdom were enacted by the Netherlands Parliament which for this special function acted as Parliament of the Kingdom. However, the Parliaments of Surinam and the Netherlands Antilles, by various means, could influence in varying degrees the

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<sup>52/</sup> See resolution 747 (VIII) of 27 November 1953.

decisions of the Netherlands Parliament. As in the previous cases of cessation of information, members of the Committee were concerned particularly to establish whether the opinion of the populations of the Netherlands Antilles and Surinam had been freely expressed; whether the populations were free to modify their present status; the extent to which the Netherlands Antilles and Surinam were fully self-governing; and whether they were in fact on an equal footing with the Netherlands. It was explained that the freely elected Parliaments in the Netherlands Antilles and Surinam had unanimously accepted the Charter of the Kingdom of the Netherlands; that the Territories had the right to introduce a bill to amend the Charter or modify the status of the countries; that each of the three Territories was fully self-governing, only matters of international relations and defence being affairs of the Kingdom as a whole; and that owing to the small size of the populations of the two Territories, their representation in the Parliament of the Kingdom had been based not on population but on a provision that they should have two-fifths of the votes.

62. The Committee expressed to the General Assembly the opinion that the transmission of information in respect of the Netherlands Antilles and Surinam was no longer necessary or appropriate. At the tenth session of the Assembly, the Prime Ministers and the Presidents of the Parliaments of both Territories participated in the discussions as members of the Netherlands delegation, and gave further assurances that the people of the Territories had freely chosen the new status, which was not one of full sovereignty and independence but one of complete autonomy and equality. Finally, therefore, the General Assembly expressed the opinion that, on the basis of the information before it and as desired by the Government of the Netherlands, cessation of the transmission of information under 73 e of the Charter in respect of the Netherlands Antilles and Surinam was appropriate.

63. In the course of this period during which the General Assembly had applied itself, on the one hand, to the study of the factors to be taken as indicative of the attainment by Territories of a full measure of self-government and had had occasion to give detailed attention, on the other hand, to four actual cases which presented controversial aspects because the new status of the Territories

concerned fell short of independence, the Assembly felt it desirable that the experience should be used to perfect the methods and procedures to be followed. In a resolution adopted in 1954<sup>53/</sup> it expressed the opinion that communications received from the Members concerned relating to the cessation of the transmission of information should be examined with particular emphasis on the manner in which the right of self-determination had been attained and freely exercised. It considered, moreover, that in order to evaluate as fully as possible the opinion of the population of the Territory concerned as to the status or change in status which they desired, a mission should, if the Assembly deemed it desirable and in agreement with the Administering Member, visit the Territory before or during the time when the population was called upon to make the relevant decision. For this purpose it considered that its Committee on Information from Non-Self-Governing Territories might study the means by which it could, at the appropriate time, draw the attention of the Assembly to the forthcoming changes in the status of the Territory concerned. By the end of the period covered by this report, however, the further study of the matter both in the Committee and in the General Assembly had, because of its controversial character, led only to the adoption of a further resolution<sup>54/</sup> by which the Assembly decided that, notwithstanding the request which it had made to the Committee in 1950 to examine communications relating to the cessation of the transmission of information and to report on them to the Assembly, these communications should be referred directly to the Assembly. The latter should examine each case with particular emphasis on the manner in which the right of self-determination had been attained and freely exercised; according to the circumstances, the Assembly should adopt such conclusions as it deemed fit, or refer points for study to the Committee, or "take other measures to reach conclusions in the interests of the inhabitants of the Territory concerned."

64. In the three years following the approval by the General Assembly of the cessation of information on the Netherlands Antilles and Surinam, five other former Non-Self-Governing Territories attained full self-government in

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<sup>53/</sup> Resolution 850 (IX) of 22 November 1954.

<sup>54/</sup> Resolution 1051 (XI) of 20 February 1957.

circumstances which did not lead the General Assembly to examine their cases in the context of Chapter XI; each of them attained independence and was admitted shortly afterwards to membership of the United Nations, in itself an act of recognition of the sovereignty of the State concerned. These former Territories were Morocco (admitted on 12 November 1956);<sup>55/</sup> Tunisia (12 November 1956);<sup>56/</sup> Ghana, formerly the Gold Coast and the Trust Territory of Togoland under United Kingdom administration (8 March 1957);<sup>57/</sup> the Federation of Malaya (17 September 1957);<sup>58/</sup> and Guinea, formerly a territory of French West Africa (12 December 1958).<sup>59/</sup>

65. In 1959 six additional Territories, with a total population estimated at nearly 30 million, were notified by the Members responsible for them as having undergone changes in status which took them beyond the scope of Chapter XI of the Charter. Five of these were reported to have attained internal autonomy and the sixth to have attained statehood within the federal system of the Member State concerned. On 23 March the French Government, reaffirming the position which it had always taken that it was for the Administering State alone to determine which were the Territories whose peoples had not yet attained a full measure of self-government under the terms of the Charter, informed<sup>60/</sup> the Secretary-General that it had decided as from 1957 to cease transmitting information on its remaining Territories in Africa and adjacent waters: French West Africa, French Equatorial Africa, Madagascar, the Comoro Archipelago and French Somaliland. The Government stated that under the French law of 23 June 1956 and the decrees issued in application thereof - the texts of all of which were also transmitted - a series of reforms had been instituted which had had the effect of granting these Territories internal autonomy. This autonomy and the liberal trend of the evolutionary process marked by the enactment of the law of 23 June 1956 (known as the loi-cadre) had

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<sup>55/</sup> Resolution 1111 (XI).

<sup>56/</sup> Resolution 1112 (XI).

<sup>57/</sup> Resolution 1118 (XI).

<sup>58/</sup> Resolution 1134 (XII).

<sup>59/</sup> Resolution 1325 (XIII).

<sup>60/</sup> See A/4096 and Add.1.

been strengthened in 1958 by the establishment of the Community; the texts of the Constitution of 1958 establishing the Community and of the organic laws relating to it were also forwarded. The New Hebrides, the remaining French Territory on which information had been transmitted under Article 73 e, had been excluded from the decision because of its special circumstances as a condominium (in which the United Kingdom shares responsibility with France).

66. On 2 June the Government of the United States of America informed<sup>61/</sup> the Secretary-General that the former Territory of Alaska had become one of the United States under a constitution taking effect on 3 January 1959. In the light of this change in the constitutional position and status of Alaska, the United States Government considered it no longer necessary or appropriate to continue to transmit information under Article 73 e after the period ending on 3 January. In compliance with the terms of resolution 222 (III) of the General Assembly the Government transmitted a memorandum reviewing the constitutional development of Alaska and the texts of the legislative, executive and constitutional instruments concerned.

67. The Secretary-General communicated the documentation transmitted to him on these cases to the fourteenth session of the General Assembly. It is to be noted that by mid-1959 no entirely new Territories had been added to the list since it was first established in 1956: apart from the cases in which the transmission of information was brought to an end, the only changes had been a few relating to the nomenclature of the Territories to administrative adjustments, and, in one case, to the transfer of sovereignty from one Administering Member to another.<sup>62/</sup> Inquiries addressed by the Secretary-General, following the procedure established in 1946, to the Governments of States admitted to the United Nations after 14 December 1955 elicited in each case the reply that the Member concerned did not administer territories in the category to which Chapter XI of the Charter applied. This situation gave rise in the General Assembly at its eleventh, twelfth and thirteenth sessions to debates centred particularly on the contention of a number of Members that certain overseas areas under the sovereignty of Portugal and Spain, although stated by the Members concerned constitutionally to comprise integral parts of those States, had the attributes of Non-Self-Governing Territories and

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<sup>61/</sup> See A/4116.

<sup>62/</sup> See para. 68 below.

should have been enumerated as such. These debates had not led by the middle of 1959 to any additions to the list of Territories. At the eleventh session a draft resolution was adopted by the Fourth Committee by which the General Assembly would have decided to set up an ad hoc committee to study the application of the provisions of Chapter XI in the case of Members newly admitted to the United Nations; it was rejected by the Assembly, however, when it failed to secure a two-thirds majority vote. During the twelfth and thirteenth sessions draft resolutions were adopted by the Fourth Committee taking a more general approach to the problem and calling for a study of the question of the transmission of information under Article 73 e in the light of the views of all the Members of the United Nations. Neither of these was adopted by the General Assembly: the first, at the twelfth session, failed for lack of a two-thirds majority, and in the case of the second, at the thirteen session, the Assembly decided not to act upon it.

#### The Non-Self-Governing Territories in 1946 and 1959

68. The following table sets out in summary form the geographical and human scope of the application of the provisions of the Declaration regarding Non-Self-Governing Territories. It lists the Territories originally enumerated, placing them in groups according to geographical regions, gives approximate population figures for 1946, and indicates the status of each Territory or former Territory in 1959 in terms of Chapter XI of the Charter.

Non-Self-Governing Territories, 1946 <sup>a/</sup>	Approximate population in 1946	Administering State	Cessation of information notified or in effect as from:	Status in 1959 <sup>b/</sup>
<b>CENTRAL AFRICA</b>				
Belgian Congo	10,622,000	Belgium	-	Non-self-governing
French Equatorial Africa	4,127,000	France	1957	Internal autonomy <sup>c/</sup>
Northern Rhodesia	1,650,000	United Kingdom	-	Non-self-governing
Nyasaland	2,100,000	United Kingdom	-	Non-self-governing
<b>EAST AFRICA</b>				
British Somaliland	640,000(1953)	United Kingdom	-	Non-self-governing
French Somaliland	56,000(1948)	France	1957	Internal autonomy <sup>c/</sup>
Kenya	5,227,000	United Kingdom	-	Non-self-governing
Uganda	4,800,000	United Kingdom	-	Non-self-governing
Zanzibar and Pemba	259,000	United Kingdom	-	Non-self-governing
<b>INDIAN OCEAN</b>				
Comoro Archipelago	142,000	France	1957	Internal autonomy <sup>c/</sup>
Madagascar	4,154,000	France	1957	Internal autonomy <sup>c/</sup>
Mauritius	441,000	United Kingdom	-	Non-self-governing
Reunion	225,000	France	1947	Overseas Department of France
Seychelles	35,000	United Kingdom	-	Non-self-governing
<b>SOUTHERN AFRICA</b>				
Basutoland	564,000	United Kingdom	-	Non-self-governing
Bechuanaland	296,000	United Kingdom	-	Non-self-governing
Swaziland	185,000	United Kingdom	-	Non-self-governing
<b>WEST AFRICA</b>				
French West Africa	16,524,000(1948)	France	1957	(Guinea: Independent; ( U.N. Member (1958) (Other Territories: ( Internal autonomy <sup>c/</sup>
Gambia	263,000	United Kingdom	-	Non-self-governing
Gold Coast	4,018,000	United Kingdom	1957	Independent (Ghana); U.N. Member (1957)
Nigeria	24,300,000(1950)	United Kingdom	-	Non-self-governing
Sierra Leone	2,020,000(1953)	United Kingdom	-	Non-self-governing
<b>MEDITERRANEAN AND NORTH AFRICA</b>				
Cyprus	447,000	United Kingdom	-	Non-self-governing
Gibraltar	20,000	United Kingdom	-	Non-self-governing
Malta	291,000	United Kingdom	1947	Self-governing (1947)
Morocco	8,399,000	France	1956	Independent; U.N. Member (1956)
Tunisia	3,231,000	France	1956	Independent; U.N. Member (1956)

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Non-Self-Governing Territories, 1946 a/	Approximate population in 1946	Administering State	Cessation of information notified or in effect as from:	Status in 1959 b/
<b>CARIBBEAN AND WESTERN ATLANTIC</b>				
Bahamas	73,000	United Kingdom	-	Non-self-governing
Barbados	193,000	United Kingdom	-	Non-self-governing
Bermuda	35,000	United Kingdom	-	Non-self-governing
British Guiana	377,000	United Kingdom	-	Non-self-governing
British Honduras	60,000	United Kingdom	-	Non-self-governing
Curaçao (Netherlands Antilles)	139,000	Netherlands	1951	Self-governing part of Kingdom of Netherlands
St. Pierre and Miquelon	4,000	France	1947	Overseas Territories
French Guiana	27,000	France	1947	Overseas Department of France
Guadeloupe	190,000	France	1947	Overseas Department of France
Jamaica	1,298,000	United Kingdom	-	Non-self-governing
Leeward Islands	108,000	United Kingdom	-	Non-self-governing
Martinique	209,000	France	1947	Overseas Department of France
Panama Canal Zone	67,000	United States	1947	... d/
Puerto Rico	2,141,000	United States	1953	Commonwealth associated with United States
Surinam	168,000	Netherlands	1951	Self-governing part of Kingdom of Netherlands
Trinidad and Tobago	561,000	United Kingdom	-	Non-self-governing
U.S. Virgin Islands	27,000	United States	-	Non-self-governing
Windward Islands	252,000	United Kingdom	-	Non-self-governing
<b>ASIA</b>				
Brunei	41,000(1947)	United Kingdom	-	Non-self-governing
French Establishments in India	323,295(1939)	France	1948	Integral part of India
Hong Kong	1,550,000	United Kingdom	-	Non-self-governing
Indo-China	30,250,000(1950)	France	1948	(Cambodia and Laos: Independent; U.N. Members (1955) (Viet-Nam: Independent
Malaya	5,250,000	United Kingdom	1957	Independent; U.N. Member (1957)
Netherlands Indies	73,700,000	Netherlands	(1950	Indonesia: Independent; U.N. Member (1950)
			( -	Netherlands New Guinea: Non-self-governing
North Borneo	335,000	United Kingdom	-	Non-self-governing
Sarawak	500,000	United Kingdom	-	Non-self-governing
Singapore e/	939,000(1947)	United Kingdom	-	Non-self-governing

Non-Self-Governing Territories, 1946 <sup>a/</sup>	Approximate population in 1946	Administering State	Cessation of information notified or in effect as from:	Status in 1959 <sup>b/</sup>
<b>PACIFIC</b>				
American Samoa	17,000	United States	-	Non-self-governing
Cocos (Keeling) Island <sup>e/</sup>	592(1957)	Australia	-	Non-self-governing
Cook Islands	15,000	New Zealand	-	Non-self-governing
Niue Islands	4,000	New Zealand	-	Non-self-governing
Tokelau Islands	1,000	New Zealand	-	Non-self-governing
French Establishments in Oceania	55,000	France	1947	Overseas Territory of France
Fiji	258,000	United Kingdom	-	Non-self-governing
Gilbert and Ellice Islands	35,000	United Kingdom	-	Non-self-governing
Guam	24,000(1947)	United States	-	Non-self-governing
Hawaii	545,000	United States	-	Non-self-governing <sup>g/</sup>
Netherlands New Guinea <sup>f/</sup>	700,000	Netherlands	-	Non-self-governing
New Caledonia	60,000	France	1947	Overseas Territory of France
New Hebrides	49,000	France - United Kingdom	-	Non-self-governing
Papua	345,000	Australia	-	Non-self-governing
Pitcairn Island	130(1953)	United Kingdom	-	Non-self-governing
Solomon Islands	95,000	United Kingdom	-	Non-self-governing
<b>OTHER AREAS</b>				
Aden	733,000	United Kingdom	-	Non-self-governing
Alaska	99,000	United States	1959	State of United States
Falkland Islands	2,000(1953)	United Kingdom	-	Non-self-governing
Greenland	22,000	Denmark	1953	Integral part of Danish Realm
St. Helena	5,000	United Kingdom	-	Non-self-governing

<sup>a/</sup> The list has been adjusted to allow for changes since 1946 in the identification of certain Territories. Thus the Windward Islands, formerly enumerated as Dominica, Grenada, St. Lucia and St. Vincent, are shown as one Territory; Madagascar and the Comores as two; and the Cook and Niue Islands as two.

<sup>b/</sup> The status indicated is that formally recognized by the United Nations or notified to it by the Administering Member concerned as at 30 June 1959. The term "non-self-governing" is to be understood in the context of Chapter XI of the Charter, and does not take account of the particular stage of constitutional development of the Territory concerned.

<sup>c/</sup> As described in the communication from the French Government dated 27 March 1959 (see para. 65 above).

<sup>d/</sup> See para. 39 above.

<sup>e/</sup> Cocos (Keeling) Island was transferred from Singapore to Australia on 23 November 1955.

<sup>f/</sup> See Netherlands Indies.

<sup>g/</sup> The processes of admission of Hawaii to statehood in the United States had begun.

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III. PRINCIPLES AND PRACTICAL MEASURES ADOPTED BY THE ADMINISTERING  
MEMBERS TO PROMOTE PROGRESS IN THE NON-SELF-GOVERNING  
TERRITORIES

General

9. Chapter XI of the Charter may be regarded in itself as a common statement of the policies and principles which the Members of the United Nations responsible for Non-Self-Governing Territories are pledged to apply in the administration of the Territories. They undertake to ensure the political, economic, social and educational advancement of the peoples concerned, their just treatment and their protection against abuses; to develop self-government, to take due account of the political aspirations of the peoples and to assist them in the progressive development of their free political institutions; and to promote constructive measures of development.

10. These, however, are statements in very broad terms of the objectives to be pursued and the means to be adopted. They do not, as the preceding chapter of the report has indicated, define what is meant by self-government. Nor do they set standards for the level and pace of political, economic, social and educational advancement. While efforts at definition and precision are to be found explicitly or implicitly in some of the resolutions of the General Assembly already referred to and in others which have been adopted from time to time in the form of recommendations or expressions of opinion as to the essential requirements of economic, social and educational progress,<sup>63/</sup> the provisions of Chapter XI have in practice left scope for diversity in methods of administration in the goals sought or actually attained. This diversity has been in part posed by variations in the particular circumstances of the Territories, including in more highly-developed Territories the particular aspirations of the

<sup>63/</sup> See, for example, General Assembly resolutions 323 (IV) on equal treatment in education; 329 (IV) on languages of instruction; 743 (VIII) listing objectives of education; 1049 and 1050 (XI) on development planning and other aspects of education; 644 (VII) and 1328 (XIII) on the abolition of racial discrimination; and 1329 (XIII) on investment policies. See also the resolutions approving the periodic special reports of the Committee on Information from Non-Self-Governing Territories: resolutions 445 (V), 743 (VIII) and 1048 (XI) concerning educational conditions; 564 (VI), 846 (IX) and 1152 (XII) concerning economic conditions; and 643 (VII), 929 (X) and 1326 (XIII) concerning social conditions.

peoples concerned; and to some extent also it has reflected differences in the general policies and the constitutional structures of the Administering Members, since different conceptions of the most desirable ultimate political status of the Territories have produced differences in emphasis and organization, if not in policy, in the economic, social and educational fields as well as in that of political development.

71. Political dependence is by definition the common characteristic of all the Non-Self-Governing Territories. In the extent of this dependence there is, as far as the information made available by the Administering Members allows it to be examined, a great deal of diversity: the political and administrative systems range from a large measure of direct control by representatives of the metropolitan governments to a very large measure of territorial autonomy and of popular participation in the making and carrying out of territorial policies. These variations, however, clearly do not represent a static situation; whatever may be the final status intended or desired, progressive steps leading to a large devolution of powers to the inhabitants through their own political institutions and civil services or those of countries with which the Territories are associated are the common policy of all the Administering Members. The differences in the stages reached by the various Territories in this preparatory phase of their development appear now in all cases to reflect differences not in basic policy but in the pace and methods of its implementation, and these in turn are influenced by such matters, varying in effect between one Territory or group of Territories and another, as the duration and intensity of contact with the outside world and of organization for development in all fields, the nature of the human and material resources available, and the assessment of the capacity of the peoples concerned to take each new step towards self-reliance.

72. There is indeed great physical variation between the Territories, even though they possess, with a few exceptions, some important common traits which provide a broad framework of similarity. For the most part they lie in the tropical zones of the world. The overwhelming majority of the people of all but a few of the Territories consists of indigenous extended families, clans or tribes, still largely accustomed to lives circumscribed by the boundaries of the village or the tribe and to economies dominated by an often difficult struggle to draw from the land and the sea their minimum needs in food, shelter and clothing. Even at

the beginning of the period under review most of the Territories had been by-passed by the main currents of technological progress, capital investment and industrialization, except to the extent that these served primarily the interests of non-indigenous enterprise.

73. An official description to which attention was drawn in the early years of United Nations activities in this field made the point that in the United Kingdom Territories - which were and remain the most numerous and most widely scattered - little more than fifty years had passed since the United Kingdom had become responsible for "extensive areas in the tropics and sub-tropics, areas which were largely jungle, scrub, swamp or desert, largely unexplored, and inhabited by peoples whose main problems was to survive their environment."

"The first tasks were the rudimentary ones of establishing an administration, imposing order and the rule of law, and opening out the country by roads and railways. It was necessary to try and telescope within a few generations progress which for the European peoples had meant a thousand years or more of painful effort - and this in peculiarly difficult natural conditions. While Britain was discharging this task the First World War occurred, followed by the far-reaching disastrous economic depression. By the time of the third disaster of the Second World War, the Territories had barely climbed out of the slump. A legacy of distress and social and economic need required urgent attention." 64/

The French authorities, whose experience in general had been similar, laid stress on another element of equally wide-spread applications:

"In nearly all territories France found herself from the beginning at grips with a health problem of extreme gravity. The Native populations were suffering from endemic diseases the spread of which was favoured by the complete absence of preventive and curative medicine. A large number of the people were merely existing. Territories were becoming depopulated." 65/

74. These broad similarities of circumstance and historical background, however, should not be allowed to conceal the diversity to be found among the Non-Self-Governing Territories - a diversity which existed to a still more marked degree in 1946 when they included the Territories which have since attained a full measure of self-government. Even within the three main geographical zones within which most of the Territories lie - Africa, the Caribbean and the

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64/ United Kingdom: The Colonial Empire (1947-1948), H.M. Stationery Office, London, 1948. Cmd. 7433.

65/ French Government: First Report of the French Commission on the Modernization of Overseas Territories.

Asia-Pacific area - there were and remain important differences in the ethnic composition of the peoples, in their religions, customs and traditions, in their levels of social and political organization before and during the colonial era, and in the value and state of development of the natural resources of their Territories. Thus, on the one hand, North Africa and South-East Asia originally contained Territories whose populations had a large degree of homogeneity and possessed highly developed cultures and ancient traditions of economic productivity, commerce and self-government and whose aspirations for independence, stimulated by the direct and often revolutionary impact of the Second World War, led them to full sovereignty during the early part of the period under review. Most of the remaining African territories and some of those in the Asia-Pacific area, by contrast, were still at the threshold of modern economic development, education and territorial consciousness. The Caribbean Territories fell into a different category again: many of them were almost entirely islands of early colonization, their populations consisting mainly of the descendants of early European colonists and of the slaves brought from Africa, now at an advanced stage of integration and ahead of the African Territories in some aspects of development. Other Territories such as Alaska and Greenland were of a unique kind. Most of the Territories were largely dependent on agriculture, for which they were unevenly endowed with fertility and rainfall; moreover the greater part of the productive effort was devoted to simple subsistence, and the access of the indigenous people to higher standards of living in a situation of wide-spread poverty depended mainly on the export of cash crops usually produced in the forests or on small individual holdings of land. Non-indigenous minorities were present in all the Territories: in most cases they were small in number, consisting, apart from the officials of the metropolitan governments, of people engaged in commerce, mining and other private enterprise and mission work; but almost everywhere they occupied an economic, social and political level considerably higher than that of the indigenous populations, and in some of the Territories where their numbers were increased by agricultural settlers, mining company staffs and urban artisans and shopkeepers their special and often compartmentalized position in the life and affairs of the Territories was supported by legislation as well as by established practice.

75. The manner in which the Administering Members have applied human and material resources, including those provided under development plans subsidized by the metropolitan countries, to this diversity of conditions in the Non-Self-Governing Territories in order to foster the economic, social and educational advancement of their peoples constitutes in effect the subject matter of the second main part of the present report. For an over-all survey of policies and practical measures in each of these three main fields, reference may be made especially to the general reviews of economic,<sup>66/</sup> social<sup>67/</sup> and educational<sup>68/</sup> conditions. No attempt need be made at this point to describe those policies and measures, except to note their relevance and importance to the attainment by the peoples of the Territories of a full measure of self-government. They indicate, for example, the extent to which the agricultural potential of a given Territory can be and in many cases has been developed in a way which leads to a higher standard of living for the individual farmer and also to the growth of the economy in other ways by creating scope for new economic activities; the consequences of this kind of development in terms both of expanding public revenues and of expanding demand for improved and more complex economic and social services; the opening up of new means of livelihood for the population, especially in the skilled trades, the professions and the government services; and the resulting demand for and provision of wider access to general education and greater facilities for specialized training and higher learning.

76. It is universally recognized that such dynamic processes as these, which are indeed usually accompanied by a progressive transfer of responsibility on both the technical and the political planes to qualified persons and chosen representatives of the population, are an inherent part of the development of self-government. They have in fact been frequently described as prerequisites of self-government, although without precise definition of the standards to be attained. It may be observed that the experience of Territories passing to a full measure of self-government, including those which have become independent

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66/ A/4166.

67/ A/4107.

68/ A/4131.

States, offers no clear guide to the approximate levels of economic, social and educational advancement which need to be secured before the people can be recognized as ready to stand by themselves. The information transmitted on these Territories indicates that they made the transition under widely varying circumstances: in general, however, the levels of their economic and social conditions tended to be low when judged by the standards of the more highly developed countries, this was evident from the data available for the years immediately preceding self-government in regard to such indices as national income, public revenue and expenditure, development reserves, the output from secondary, vocational and higher learning institutions and the staffing of the public services. Nevertheless it could be observed in every case that a basic infrastructure of essential services had been laid down and that a certain momentum of development was under way, and that these factors supported to an important even though undefinable degree those other elements - some of the most important of which are beyond the scope of this report<sup>69/</sup> - which helped to bring the peoples concerned to full self-government. In the Territories which remain non-self-governing, the establishment of the same kinds of essential infrastructure and of the dynamics of development, without an attempt to define precisely the standards which must be met before self-government can be attained, but with a desire to achieve the greatest possible degree of social and economic stability in conditions of respect for law and order, may be said to be the general purpose of present economic, social and educational policies.

77. The organization and implementation of programmes in these fields takes place within the broad framework of the general policies by which the Administering Members envisage the discharge of their responsibility to develop self-government in the Territories. Between these general policies there may be found, as mentioned earlier, some differences reflecting particular characteristics of national policies and constitutional systems; and within each policy there may be found variations resulting from the particular circumstances of given Territories. In terms of the numbers of Territories affected, two main approaches are apparent. The first envisages the eventual attainment of independence as

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<sup>69/</sup> The political circumstances, including situations of conflict, preceding the attainment of independence by a number of the Territories concerned were the subject of debates and decisions by the General Assembly, but not in the context of Chapter XI of the Charter.



the general rule, and full internal self-government as the exception in cases where the small size or particular situation of a Territory and the aspirations of its people require it. The second approach has been expressed in the development of constitutional systems which, without precluding independence, have encouraged the establishment of organic links between the metropolitan and overseas countries and provided for a sharing rather than a transfer of the ultimate attributes of sovereignty. Both of these approaches are governed in part by the principle of freedom of choice on the part of the populations concerned; the constitutional systems providing for organic associations between the metropolitan and overseas peoples have been devised through consultation in various ways with the latter, and the most important such system now in effect embodies a procedure for the attainment of independence.

78. Statements of general policy and explanations of changes in status which have been made in the context of Chapter XI, and which are set forth in the following section, indicate that the Territories administered by the United Kingdom and France respectively constitute the largest groups to which these two main lines of policy have applied. Among other Administering States which have explained their general policies, the Netherlands has also provided an example of an endeavour to evolve, in consultation with the peoples concerned, a special form of association between the metropolitan and former non-self-governing Territories: the manner in which this came to fruition after the independence of Indonesia in the Charter of 1954 for the Kingdom of the Netherlands comprising the Netherlands, Surinam and the Netherlands Antilles has been described in the preceding chapter. United States policy has provided, on a pragmatic basis, for a variety of avenues of self-determination, not precluding independence but represented thus far by the self-governing status of the Commonwealth of Puerto Rico and the development of Alaska and Hawaii to statehood within the Union. The policies of these and the other members concerned are given in greater detail below.

#### Statements of general policy

79. The United Kingdom has adhered to the policy by which a number of its former overseas possessions had attained independence before the Charter came into effect: namely, to assist the Territories and their peoples to achieve "responsible

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self-government within the Commonwealth" - a status and a form of association which have in practice usually amounted to the grant of full national independence where that accords with the wishes of the peoples concerned. In the period under review the former Non-Self-Governing Territories of the Gold Coast (with which Togoland under British administration was united to form Ghana) and the Federation of Malaya have achieved that transition. United Kingdom policy also provides, however, for the attainment of internal self-government as a full measure of self-government if the circumstances of a Territory and the wishes of its people so determine: of this status the only relevant example which has been given among Non-Self-Governing Territories under Chapter XI of the Charter was the small island of Malta, which was reported by the United Kingdom Government to have been granted that status in 1947.

80. An explanation of United Kingdom policy given to the General Assembly in 1952<sup>70/</sup> recalled that during the previous few years successive British Governments had stated and restated that

"the central purpose of British colonial policy was to guide colonial territories to responsible self-government, probably within the Commonwealth, in conditions that ensured to the people an orderly social system, the highest possible standard of living and sufficient protection from aggression from any quarter. To that end, the United Kingdom was seeking to build up in each territory the institutions which its circumstances required, and to pursue the economic and social development of the territories as well as their political development."

These principles were reiterated in the same forum in 1958,<sup>71/</sup> when it was declared that United Kingdom policy for the Non-Self-Governing Territories

"aims at the steady and smooth advance of these Territories and their people to nationhood. It aims at helping the people to prepare themselves by education, by experience, by the assumption of responsibility for the great tasks and responsibilities which lie ahead of them."

81. In the 1952 statement it was suggested that the eventual grant of self-government depended, unless chaos were to be the result, on the establishment of a government "capable of preserving a sufficient degree of law and order and

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<sup>70/</sup> See Official Records of the General Assembly, Seventh Session, Fourth Committee, 251st meeting, paras. 5-25.

<sup>71/</sup> See A/C.4/393.

economic and social stability." In this association of economic and social development with political advancement, the growth of democratic institutions in the United Kingdom Territories generally followed a common pattern. First, a central legislative body formed of officials only was established. Then a number of prominent local personalities representing all sections of the community were appointed as non-official members and thus gained valuable experience in legislative and administrative matters. The next stage was to give the non-official members a majority in the body concerned and to proceed from a situation in which most of them were appointed to one in which the majority was elected. As a final stage the whole council or assembly was elected on the basis of the broadest suffrage possible and a ministerial system introduced whereby the elected members were placed in charge of departments of government and were answerable to the assembly. That was the prelude to complete self-government.

82. By 1952, it was stated, there were very few United Kingdom Territories which did not possess their own representative institutions in the form of a legislative council or a house of assembly, and there were unofficial majorities in those of twenty-five of the Territories, approximately two-thirds of the total. It was considered not necessary to introduce exactly the same system of parliamentary government in every Territory; in some regions, the interests of the people could best be served by a federal system or some other modification of the general pattern.

83. A further element of United Kingdom policy relates to the part to be played in public affairs by non-indigenous persons who have made their homes in the Territories, especially those in which some degree of settlement has taken place. The Government's approach was described in the 1952 statement as follows:

"In many colonies, comparatively little settlement had taken place, and the metropolitan country was represented only by its administrative and technical services and the commercial firms which were contributing to the development of the country. According to the British philosophy, the 'inhabitants' of a territory were all those people who had made their homes in the country and had given it their loyalty and affection. Their future and the future of their children was bound up with the prosperity and well-being of the country in which they had made their homes. Where some degree of settlement had taken place, the future of a territory depended on the promotion of a real partnership between all the races constituting the population of that territory. The problem of the multi-racial community was, however, a world-wide problem, and the United Nations itself represented

an attempt to solve that problem. Different countries in different continents were also grappling with individual problems posed by the coexistence of different races and religions. In some cases, the problem had already been solved and in others it was on the road to solution; elsewhere again, the prospects were less hopeful. The United Kingdom, for its part, was applying what it called the system of partnership, which it believed would enable it to find a solution of the problem of the multi-racial community that would be in keeping with British ideals and traditions."

84. The general policy of France in its Non-Self-Governing Territories has usually been explained, as far as the context of Chapter XI is concerned, by reference to the basic constitutional and legislative texts under which the Territories have been administered. These begin with the Constitution of 1946, the relevant parts of which were included in the information transmitted in that year,<sup>72/</sup> and end with the Constitution of 1958, communicated as part of the documentation explaining the decision of the French Government to terminate the transmission of information on all except one remaining Territory after 1956.<sup>73/</sup>

85. The constitutional and other relevant texts indicate the evolution, with an increasing degree of consultation and ultimately the consent of the peoples concerned expressed through universal suffrage, of the conception and organic structure first of a Union and then of a Community providing various forms of association between the metropolitan and overseas populations. These forms of association comprise complete or partial integration into the French Republic or membership of a Community of States linked with one another by common institutions, the common management of affairs of mutual concern and common citizenship. For independent countries outside the Community a looser association, to be established by means of agreement, is provided for.

86. Neither the French Union nor the Community have precluded independence as an alternative to other forms of self-government. As noted earlier, independence was secured by the former Territories of Indo-China, Morocco and Tunisia during the period of the 1946 Constitution in circumstances with which, in the two latter cases, the United Nations was seized outside the context of Chapter XI. It was also attained by the Republic of Guinea, according to the application of that State for membership,<sup>74/</sup> by exercising the right of self-determination

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<sup>72/</sup> See Non-Self-Governing Territories: Summaries of Information transmitted to the Secretary-General during 1946 (U.N. pub. Sales No. 47.VI.B.1), pp.87-90.

<sup>73/</sup> See A/4096/Add.1

<sup>74/</sup> S/4122.

incorporated in the 1958 Constitution through rejecting the latter in the referendum of 28 September 1958. Finally, the Constitution itself provides that a member State of the Community may become independent under prescribed procedures.

87. The preamble of the 1946 Constitution expressed in the following terms the intentions of France with regard to the Overseas Territories in general:

"France shall form with the peoples of her Overseas Territories a Union based upon equality of rights and privileges, without distinction as to race or religion.

"The French Union shall be composed of nations and peoples who shall place in common or co-ordinate their resources and their efforts in order to develop their respective civilizations, further their well-being and ensure their security.

"Faithful to her traditional mission, France shall guide the peoples for whom she has assumed responsibility, towards freedom to govern themselves and toward the democratic administration of their own affairs; rejecting any system of colonization based upon arbitrary power, she shall guarantee to all equal access to public office and the individual or collective exercise of the rights and liberties herein above proclaimed or confirmed."

88. The relevant provisions of the Constitution transmitted in 1946 envisaged the French Union being composed on the one hand of the French Republic, which comprised both metropolitan France and the Overseas Departments and Overseas Territories (the entities formerly known as colonies); and on the other hand of Associated Territories and Associated States. Central organs were provided for the Union, and in addition each Overseas Territory was to have an elected Assembly of its own and was also to elect representatives to the French National Assembly, where the legislative power lay, and to the Council of the Republic. All nationals of the Overseas Territories were to have the status of citizens in the same capacity as French nationals; however, special laws were to determine the conditions under which they might exercise their rights as citizens. In addition all citizens and nationals of Territories within the French Union were to have the status of citizens of the Union.

89. Under these arrangements and the legislation implementing or elaborating them - which were accompanied by intensified economic and social development programmes - a number of the Territories immediately achieved, according to the views expressed by the French Government and as recounted earlier in the

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present report,<sup>75/</sup> a measure of self-government justifying the cessation of the transmission of information under Chapter XI of the Charter. These were the four Territories which assumed the status of Overseas Departments of France, four of those which had the status of Overseas Territories, and the three component parts of Indo-China, which had become Associated States.

90. The information and documentation submitted by France shows that a further series of reforms affecting the political status of the remaining French Non-Self-Governing Territories was enacted by the Act of 23 June 1956 (known as the loi-cadre) and the decrees giving effect to it. The Act, without prejudice to an expected reform of that part of the 1946 Constitution which related to the French Union, and in order to associate the overseas peoples more closely with the management of their own affairs, provided for "measures of administrative decentralization and deconcentration" in respect of the Overseas Territories. It enabled decrees to be made in order, among other things, to establish a Council of Government in each Territory and to endow each existing Territorial Assembly with enlarged deliberative powers, especially in respect of the organization and management of territorial services; to determine the functions and powers of local government bodies; to reorganize the public services; and to take further measures to raise the standards of living in the Territories, promote their economic and social development and facilitate economic and financial co-operation between them and the metropolitan country. The Act also introduced universal suffrage and instituted common electoral lists where separate lists for French citizens had previously existed.

91. The French Government has stated<sup>76/</sup> that the effect of these reforms has been to grant internal autonomy to the Territories concerned, and that this autonomy and the liberal trend of the evolutionary process have been strengthened by the establishment in 1958 of the Community. By the new Constitution,<sup>77/</sup> the French Republic "offers to the Overseas Territories which express the desire to adhere to them, new institutions based on the common ideal of liberty, equality and fraternity and conceived with a view to their democratic evolution;" and

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<sup>75/</sup> See paras. 40-41 above.

<sup>76/</sup> See A/4096.

<sup>77/</sup> The text communicated by the Government of France is to be found in A/4096/Add.1.

"The Republic and the peoples of the Overseas Territories who, by an act of free determination, adopt the present Constitution, thereby institute a Community". In this Community, the member States are to enjoy autonomy, administering themselves and democratically and freely managing their own affairs. The Community as a whole has jurisdiction over foreign policy, defence, the monetary system, common economic and financial policy, the policy on strategic raw materials and in addition, except by special agreement, control of justice, higher education, and the general organization of external and common transport and of telecommunications. The President of the French Republic presides over the Community, is represented in each member State, and presides also over the Executive Council, which consists otherwise of the Prime Minister of the Republic, the head of Government of each member State, and the Ministers responsible for the common affairs of the Community. The Community possesses in addition a Senate which deliberates on common economic and financial policy upon referral by the President and examines certain acts, treaties and international agreements when they commit the Community. There is also a Court of Arbitration to rule on litigations among the member States. There is only one citizenship of the Community, and all its citizens are equal before the law.

92. In the case of the Territories covered by the present report, the Constitution provided that the Overseas Territories could either retain the status which they had under the 1946 Constitution as integral parts of the Republic, governing themselves through elected councils functioning under French law, possessing representation in the French Senate and having a representative of the Government of the Republic responsible for the national interests, administrative supervision and respect for the law; or, if they expressed within four months the desire to do so by means of decisions taken by their Territorial Assemblies, they could become either Overseas Departments of the Republic or, whether singly or in groups, member States of the Community.<sup>78/</sup> Thereafter, a change in the status of a member State may be requested either by the Republic or by means of a resolution of the legislature of the State concerned confirmed by a local referendum. The modalities of such a change would be determined by an agreement approved by the Parliament of the Republic and the legislative assembly of the State concerned.

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<sup>78/</sup> The documentation available does not indicate the choices made by the Territories concerned.

Under the same conditions, a member State of the Community may become independent, whereupon it would cease to belong to the Community. In a chapter of the Constitution separate from that dealing with the Community, provision is made for the Republic or the Community to conclude agreements with States desirous of associating themselves with it in order to develop their civilizations.

93. Although official statements in equivalent detail, including some of recent date, with regard to the policy of Belgium in the Belgian Congo have been published, none has become available for the purposes of this report. It was stated<sup>79/</sup> in the General Assembly on behalf of the Government in 1955 that in subscribing to the Charter and in particular to Chapter XI Belgium had affirmed its willingness to administer the Congo primarily in the interest of the indigenous inhabitants, which corresponded to the policy it had always pursued. Its sovereignty over the Belgian Congo had been universally recognized, and if that sovereignty sometimes assumed different forms in the metropolitan country and in the African Territory, that was due to the fact that the inhabitants of the Congo had not yet achieved a degree of civilization permitting them to participate to the full in public life. However, the economic and social progress they were making - for Belgian policy and achievement in these matters reference should be made to the second part of this report - would call for radical changes in the political structure of the Belgian-Congolese community.

94. The general policy of the United States has been based on support for the aspirations of non-self-governing peoples to govern themselves. It has been anxious at the same time that they should obtain the kind of self-government or independence which would be genuine and lasting, with solid educational, social, economic and political foundations. The process of emancipation should be carried forward as rapidly as possible, but not so rapidly that it created a danger that the emerging nation might not be in a position to preserve its freedom. The application of these principles to the United States Territories, on which political information is voluntarily transmitted,<sup>80/</sup> has produced varying forms of constitutional development.

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<sup>79/</sup> See Official Records of the General Assembly, Tenth Session, Fourth Committee, 481st meeting, para. 11.

<sup>80/</sup> For details, see the summaries of conditions in individual Territories comprising the third part of this report; and, in particular, Alaska, A/4088/Add.14; American Samoa, A/4088/Add.8; Guam, A/4088/Add.6, Hawaii, A/4088/Add.5; U.S. Virgin Islands, A/4086/Add.2.



95. The attainment by Puerto Rico of self-government as a Commonwealth associated with the United States and the steps leading to the entry of Alaska and Hawaii into the Union as States in their own right are referred to elsewhere in this report. They were in each case formally sanctioned by the will of the populations expressed directly through universal suffrage. United States policy for the remaining Territories - American Samoa, Guam and the Virgin Islands - may be exemplified by the following extracts from a statement on the first of these, approved on 27 November 1958 by the Secretary of the Interior.<sup>81/</sup>

"The objectives of the Department of the Interior in the administration of American Samoa are (1) to provide for the orderly and progressive development of the people towards self-government; and (2) to assist the people to attain the maximum self-support...

"It is the policy to support the continuance of the Territorial government with separate legislative, executive, and judicial departments, constituting a system of checks and balances. Within this framework, the political structure of the Government shall be in accord with the desires of the Samoan people in regard to such adaptations as may be desirable by virtue of Samoan customs, traditions, and land ownership. During the period of development of self-government, the people and their resources shall be protected against undesirable exploitation.

"It is also the policy to delegate to, and encourage the acceptance of, increased authority by local Samoan officials, including the District Governors, County Chiefs, and Village Mayors. As the legislative advisory body demonstrates a continual ability to legislate effectively, increasingly greater measures of authority shall be granted to it.

"With respect to organic legislation, it is the policy to support such legislation when the Samoan people desire it and are ready for it. It is the policy to seek the views of the Samoans and consult with them as regards such legislation in order that it will contain adequate protection for the rights of the people, including their historic land rights. In the meantime, the Samoans are encouraged to take such forward steps as may be consistent with organic legislation if and when such legislation is considered desirable.

"It is the policy to respect the Samoan's desire to protect the matai system and to consult fully with the Samoans, through their legally constituted representatives, on any question which may affect the preservation or destruction of the system. It is also the policy to encourage the acceptance of such non-indigenous social concepts as would be beneficial and provide such social regulations and services as may be necessary in the light of local conditions and dictated by precepts of common humanity and governmental responsibility.

"It is the policy to maintain a free public school system for the education of American Samoans and to provide in that school system a curriculum which will (1) prepare students for life in American Samoa, and (2) establish a firm foundation for the political, economic, and social advancement of the people and thus hasten the date when more Samoans can replace state-side employees in their government and Samoa can achieve a greater degree of self-government."

96. The post-war policy of the Netherlands<sup>82/</sup> for its dependencies was announced during the Second World War while both the metropolitan country and its principal overseas territories, those of the East Indies, were under enemy occupation. In 1942 the intention was declared of calling after the war a conference covering the entire Kingdom for consultations on a future structure to be based on the principle of self-reliance and freedom of conduct in internal affairs for each part and readiness to render mutual assistance. This approach was adapted after the war to proposals and negotiations for a Netherlands Indonesian Union uniting the peoples of Indonesia, where a Republic had already been proclaimed, and those of the Netherlands, Surinam and Curaçao.<sup>83/</sup> With Indonesia an independent State, however, the movement towards a form of union became limited to the Netherlands and the two Caribbean Territories and resulted eventually, as described in Chapter II, in the attainment by the latter of autonomy within the Kingdom.

97. For the Netherlands New Guinea, the remaining Non-Self-Governing Territory administered by the Netherlands and one of the most under-developed, it has been stated that a gradual development of the Territory's potentialities, material as well as social, forms the basis of policy. With this end in view, particular attention has been given to education, exploration and planning and also to the development of village economy and industry.<sup>84/</sup> The eventual determination by the peoples themselves of their own future is also envisaged; and in this connexion a joint statement issued on 6 November 1957 by

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<sup>82/</sup> The Netherlands Government voluntarily transmits information on constitutional and political development. For details concerning Netherlands New Guinea, see A/4088/Add.12.

<sup>83/</sup> See Non-Self-Governing Territories: Summaries and analysis of information transmitted to the Secretary-General during 1957 (UN Pub. Sales No.: 1948.VI.B.1), p. 125.

<sup>84/</sup> Ibid., 1952 (U.N. Pub. Sales No.: 1953.VI.B.1. Vol. II), p. 707.

The Governme of the Netherlands and Australia relating to the New Guinea Territories as a whole (Netherlands New Guinea, the Trust Territory of New Guinea and Papua under Australian administration) serves further to describe the policies of both Administering Members:

"1. The Netherlands and Australian Governments base their policies with regard to the Territories of New Guinea, for which they are responsible, on the interests and inalienable rights of their inhabitants in conformity with the provisions and the spirit of the United Nations Charter.

"2. The Territories of Netherlands New Guinea, the Australian Trust Territory of New Guinea and Papua are geographically and ethnologically related and the future development of their respective populations must benefit from co-operation in policy and administration.

"3. The Australian and Netherlands Governments are therefore pursuing, and will continue to pursue, policies directed towards the political, economic, social and educational advancement of the peoples of their Territories in a manner which recognizes this ethnological and geographical affinity.

"4. At the same time, the two Governments will continue, and strengthen, the co-operation at present existing between their respective administrations in the Territories.

"5. In so doing the two Governments are determined to promote an uninterrupted development of this process until such time as the inhabitants of the Territories concerned will be in a position to determine their own future."

98. For Australia, this joint statement supplements declarations of general policy made separately for the Territory of Papua. The main lines were stated as follows in 1946.<sup>85/</sup>

"The cardinal points of this policy are the fullest possible development of the Territory and the social, economic and political advancement of its inhabitants, both Native and non-Native. Non-Native expansion must, however be governed by the well-being of the Territory as a whole. The basis for the economy will be the working side by side of Native and European industry, with the limit of non-Native expansion determined by the welfare of the Natives generally. The Government is determined to give the Native the opportunity to advance in his own right and not to be merely an instrument for employment by non-Native agriculturists or industrialists. It is the Government's objective, therefore, that facilities be provided for better health, better education, and for a greater sharing by the Natives in the wealth of their country and eventual participation in its Government."

85/ See Non-Self-Governing Territories: Summaries of information transmitted to Secretary-General during 1946 (U.N. Pub. Sales No.: 1947.VI.B.1), pp. 8-9.

99. Papua, like the Netherlands New Guinea, is among the least developed of Non-Self-Governing Territories; basic exploration and the extension of administrative contact and control to the hinterland have been one of the fundamental tasks of the Australian Government throughout the period under review. Information on the development of self-government is transmitted by Australia; reference may be made to the summary of conditions in Papua included elsewhere in the present report.<sup>86/</sup>

100. The policy of New Zealand towards its relatively small numbers of dependent peoples in the Cook, Niue and Tokelau Islands has, in the same way, been to accept responsibility for the economic and social welfare of the populations and for helping them to determine their future. By 1946, representative bodies existed in all three Territories, and economic, social and educational progress have led to the introduction of further constitutional changes. New Zealand also transmits information on constitutional and political matters, and an account of their development may be found elsewhere in the present report.<sup>87/</sup>

101. The manner in which Denmark brought the people of Greenland into the Danish community as equal citizens has been described in Chapter II. This was the consummation of a policy which originally, as stated in 1946, pursued "the sole object of protecting and developing the Greenland population so that in time it may attain an economic and socio-ethical standard which will enable it to live in free communication with the rest of the world." The period of protection ended in 1950; thereafter a series of economic, social and administrative reforms and a constitutional revision led the Greenland people, at their own request, into incorporation in the Danish Realm.

#### Participation of the inhabitants

102. In the development of self-government, the progressively increasing participation of the inhabitants of the Non-Self-Governing Territories in all aspects of the planning and management of their affairs is axiomatic. The aspects of participation that are purely political in character are outside the scope of this report, except to the extent that they have been referred to

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<sup>86/</sup> See A/4088/Add.2.

<sup>87/</sup> See A/4088/Add.7 (Cook Islands), A/4088/Add.4 (Niue), A/4088/Add.3 (Tokelau).

or are implicit in the statements of general policy set forth above, and except also for the small number of Territories on which information concerning constitutional and political development has been transmitted.

103. To a very large extent, however, the rate and extent of participation by the inhabitants in public affairs, even in its political manifestations, impinges on policies, programmes and achievements in the technical fields of economic, social and educational development. Moreover it appears to be universally recognized by the Administering Members that many forms of progress in all these fields depend, after a certain stage has been reached, upon popular support and understanding being secured by associating leaders of the people with the planning of measures of development and qualified local persons with their implementation. Again, the increasing need for the extension of economic and social services which has been characteristic of all the Territories during the period under review has created a demand for trained personnel which could not, even if this were politically desirable or feasible, be met by recruitment in the metropolitan countries, and for which the only practicable source of supply is the territorial populations.

104. The studies of economic, social and educational conditions in the Non-Self-Governing Territories to be found elsewhere in this report give some account of the nature and extent of participation by the inhabitants in those fields, and reference should be made to them.<sup>88/</sup> It is appropriate at this point to outline policy and practice in general terms, as far as information on them is available; on this basis it can be said that it is the policy of all the Administering Members to encourage and assist the inhabitants of the Territories to play an increasingly active and responsible part in local and territorial development, and that the implementation of this policy is an evolutionary process whose pace depends largely on the capacity of the inhabitants of a given Territory, collectively or individually, to assume the duties and responsibilities involved. The years covered by this report have seen many of the Territories and their peoples attain significant stages in that process, notably through the enlargement of representation in the legislative and executive branches of government and in

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<sup>88/</sup> See, in particular, General economic developments (A/4166); General developments in social conditions (A/4107); Education in the Non-Self-Governing Territories (A/4131); Race relations in Non-Self-Governing Territories (A/4175).

economic, social and educational agencies and organizations, and through the expansion of the civil services and the filling of increasing numbers of high as well as intermediate posts with qualified local persons.

105. The common pattern of growth of democratic institutions in United Kingdom Territories outlined in the preceding section indicates the development of participation on the political level to the point where the Territory concerned possesses an elected legislature and a ministerial government responsible to it. The conception of participation extends, however, to all walks of life; it has been said<sup>89/</sup> that the United Kingdom looks at the problem of economic development, for example, principally in human terms:

"Our principal aim is to help the people of the Territories, the individual men and women and children, to raise their standards of living and broaden and enrich their lives. We aim to help them to play a steadily larger, more varied and more responsible part in all the fields of economic activity in their countries."

Education is regarded, as by the other Administering Members, as one of the essential means of developing the participation of the people in the affairs of their countries:

"Education above all is the production of leaders - not only leaders in public life, but leaders in administration, in commerce and industry, in the trade unions and co-operative movements and in voluntary service, leaders of women's movements, in fact all kinds of leaders. Without a sufficient number of leaders, the progress of any country cannot go forward as rapidly as the people would like to see it; and therefore the most vital task of all in the development of Non-Self-Governing Territories is helping the people to prepare themselves for leadership and responsibility, for the planning and execution of policy in all the different fields of human activity in those countries."

Participation and leadership are being fostered increasingly among women as well as among men, in recognition of the fact that "no country can go forward effectively and fully unless its women are playing an active part". The growth of women's clubs in Non-Self-Governing Territories, especially in Africa, has stimulated schemes of leadership training for women to equip them to organize voluntary

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<sup>89/</sup> Statement by the representative of the United Kingdom at the 820th meeting of the Fourth Committee of the General Assembly, 28 November 1958 (A/C.4/393).

societies, plan programmes of activities and teach a widening range of courses in improved family living, community service and civic responsibilities.

106. In the French Territories, each of the main stages in the devolution of powers to the territorial institutions which have been referred to in the preceding section has similarly represented an important step forward, along the line of policy declared in the preamble to the 1946 Constitution: namely, to guide the peoples concerned "towards freedom to govern themselves and towards the democratic administration of their own affairs". In particular, the reorganization which took place under the Act of 23 June 1956 established universal suffrage as the basis of the territorial assemblies; enlarged the powers of these assemblies in internal affairs and created executive councils; and began a reform of the civil services designed among other things to give qualified local persons wider scope for participation.

107. Where information has been transmitted regularly on constitutional and political developments in individual Territories, the same process can be traced in different degrees. In the United States Territories, where the evolving forms of self-government have varied according to the circumstances and desires of the peoples concerned, participation in government has similarly varied in form and extent. It reached its most advanced stage in Puerto Rico, Alaska and Hawaii, representing in the first case the attainment of internal self-government and in the other two equal status with the other States of the Union.<sup>90/</sup> The main lines of the development of participation by the inhabitants of the other United States Territories in their administration are similarly shown by the information transmitted during the period on the structure and powers of the territorial governments. Thus up to 1952 American Samoa possessed a legislature, advisory in character, consisting of an upper house composed of twelve traditional office-holders and a lower house with fifty-four elected members, two chosen by ballot and the rest in traditional Samoan open meetings. Since that year there has been a house of representatives, with eighteen members elected by ballot, and an upper house with fifteen members selected according to custom.<sup>91/</sup> In Guam, United States

<sup>90/</sup> For an account of the constitutional and political development of Puerto Rico, see paras. 50-52 above. For Alaska, see A/4088/Add.14, and for Hawaii, A/4088/Add.5.

<sup>91/</sup> For further details, see A/4088/Add.8.

Public Law 630, enacted in 1950, provided local autonomy for a twenty-one-member unicameral legislature. Its laws are subject to review by the United States Congress, and the President of the United States may review laws passed over the Governor's veto.<sup>92/</sup> The Organic Act of the United States Virgin Islands was revised in 1954 to give a greater degree of autonomy, economic as well as political, to the inhabitants. The revised Act provided for abolition of the separate municipal executive and legislative systems, unification of the executive department, and a unicameral legislature whose power is subject to the veto of a Governor appointed by the President of the United States.<sup>93/</sup>

108. Australian policy in Papua has been described as being "directed towards the development of local government on democratic lines as the most suitable method of training the indigenous people to take a more responsible part in the government of the Territory".<sup>94/</sup> An instrument of this policy is the Native Local Government Councils Ordinance 1949-1955, which provides for the setting up of councils with power to make rules for the peace, order and welfare of the Papuan people within their jurisdiction. Information transmitted on the structure and powers of the territorial government shows also the establishment in 1951 of a Legislative Council for Papua and the Trust Territory of New Guinea, with an official majority but with elected non-indigenous and appointed indigenous members.<sup>95/</sup>

109. Of the Non-Self-Governing Territories formerly under Netherlands administration, Indonesia acquired full sovereignty in internal and external affairs, while the Netherlands Antilles and Surinam attained, through parliamentary systems of government, autonomy in all internal matters. Netherlands policy in Netherlands New Guinea is to incorporate the Papuans in the administration of the country as suitable persons become available. Attempts have been made to establish advisory councils for specifically indigenous interests in order to give indigenous people experience in representative bodies, with the further aim of establishing a New Guinea Council as a representative organ. In 1951 three advisory councils

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<sup>92/</sup> For further details, see A/4088/Add.6.

<sup>93/</sup> For further details, see A/4086/Add.2.

<sup>94/</sup> Australia: Territory of Papua, Report for 1956/1957, p. 19.

<sup>95/</sup> For further details, see A/4088/Add.2.



were created, the members being appointed by the Governor and the majority in each council consisting of Papuans. This policy was later modified and a beginning was made in establishing advisory councils of a more local character for smaller areas. Five such councils were established in 1955, three urban and two rural; the rural councils, with indigenous majorities, were given the task of organizing village government in their areas.<sup>96/</sup>

110. New Zealand's policy in the Cook, Niue and Tokelau Islands is exemplified by the Cook Islands Amendment Act 1957, which gave effect to a recommendation "that immediate political development should be in the direction of giving greater autonomy and responsibility to representative institutions in the Territory itself".<sup>97/</sup> Under the Cook Islands Amendment Act 1946 each of the ten main islands had been given an Island Council consisting of official and elected members. The Territory as a whole had a Legislative Council consisting of ten unofficial members, nine of whom were elected by the Island Councils, and one was the sole European representative in the Raratonga Council, and eleven official members. The Amendment Act of 1957 provided for the establishment of a twenty-six-member Legislative Assembly with twenty-two elected representatives, empowered to legislate on all matters except on certain reserved subjects such as defence and external affairs.<sup>98/</sup> In Niue Island, ordinances are passed by the Island Council, which consists of thirteen Niueans and the Resident Commissioner as president. The sections of the Cook Islands Amendment Act 1957 applicable to Niue increased the membership of the Island Council to sixteen, changed its name to the Niue Island Assembly, and gave it more control over locally raised revenue.<sup>99/</sup> Executive functions in the Tokelau Islands are carried out by appointed Tokelau officials, including magistrates and village mayors; the magistrate of each island being the chief representative of the Government. Magistrates were formerly appointed by general agreement, but since 1953 they have been elected.<sup>100/</sup>

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<sup>96/</sup> For further details, see A/4088/Add.12.

<sup>97/</sup> New Zealand: Information on the Cook, Niue and Tokelau Islands relating to 1957/1958, transmitted to the United Nations, pp. 11-12.

<sup>98/</sup> For further details, see A/4088/Add.7.

<sup>99/</sup> For further details, see A/4088/Add.4.

<sup>100/</sup> For further details, see A/4088/Add.3.

111. The practical application of the intention to bring the Non-Self-Governing Territories to self-government necessitates the development of public services, comprising administrative and technical staffs, whose control is vested to an increasing extent in the Territories themselves and whose personnel must be recruited increasingly from among the local inhabitants. The period under review opened with a good deal of diversity in policies and practices in this respect, but at the close of the period, the principles of local control of the public services and of local recruitment of personnel had been widely applied, and in many Territories systematic programmes for the training and appointment of local persons to posts at all levels of the services had been instituted or proposed.

112. In the early post-war period it was characteristic of many Territories that although numerically the majority of all positions of public employment were occupied by local inhabitants, the senior and to a large extent the intermediate levels were staffed by expatriate officers belonging to the colonial services of the metropolitan countries. Even at that stage it was the declared policy in some Territories - for example those under United Kingdom administration - to open almost all posts to qualified local personnel. The practical effects of this policy, however, were restricted in many cases by the shortage of qualified persons and the absence of the means to produce them in significant numbers; and in some of the multi-racial Territories access to senior posts remained restricted to Europeans. Three important trends followed: (1) the development of local control of the services; (2) the institution and acceleration of "Africanization" programmes and their counterparts in other Territories; and (3) efforts in most Territories to abolish racial distinctions in the public services. In the case of the French Territories, it was the measures of administrative decentralization and reorganization made possible by legislative act in 1956 that opened the way to a significant increase in local participation in administration.

113. The studies of economic, social and educational conditions constituting the second main part of this report indicate some of the problems encountered in the provision of adequate staff for the services in those fields of activity and the measures adopted to overcome them. The studies also examine the extent and methods of local participation in economic development, social programmes and educational affairs.

IV. INTERNATIONAL COLLABORATION FOR THE DEVELOPMENT  
OF THE NON-SELF-GOVERNING TERRITORIES

Introduction

114. The general principles of international economic and social co-operation are set forth in Article 55 of the Charter, by which the United Nations undertakes to promote higher standards of living, full employment, and conditions of economic and social progress and development; solutions of international economic, social, health and related problems; international cultural and educational co-operation; and universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion. In respect of the Non-Self-Governing Territories, Members of the United Nations also agree, under Article 74, that their policy in respect of the Territories, no less than in respect of their metropolitan areas, must be based on the general principle of good-neighbourliness, due account being taken of the interests and well-being of the rest of the world, in social, economic and commercial matters. Furthermore, Members who administer Non-Self-Governing Territories undertake in Article 73 d to promote constructive measures of development, to encourage research, and to co-operate with one another and, when and where appropriate, with specialized international bodies with a view to the practical achievement of the social, economic and scientific purposes set forth in the Article.

115. The Charter thus envisages collaboration through international organizations in particular, specialized international bodies within the scope of the United Nations, and among the Administering Members themselves. The actions taken by the United Nations and the specialized agencies to promote the economic and social advancement of Non-Self-Governing Territories represent various forms of assistance, ranging from simple fact-finding functions and the preparation of recommendations to the General Assembly and to Member Governments to the provision of material, technical and other assistance.

Scope of international collaboration

116. The Economic and Social Council and its Commissions have from an early date included the examination of conditions in Non-Self-Governing Territories in their

programmes of work. As a result of a series of initiatives by the Council and the General Assembly,<sup>101/</sup> the studies undertaken by these bodies, including the regional commissions, have included information on Non-Self-Governing Territories wherever appropriate. Such studies of particular relevance to the Non-Self-Governing Territories include the reports prepared for the Council on the world economic situation, the world social situation, international trade, financing of economic development, industrialization and productivity, community development and standards of living. The Committee on Information from Non-Self-Governing Territories has, in its reports on economic, social and educational conditions, taken account of actions by the organs of the United Nations and the specialized agencies. It has also established collaboration with the Trusteeship Council, as the work undertaken through the Trusteeship Council in relation to various Trust Territories has a bearing on its own work concerning conditions in Non-Self-Governing Territories.

117. Also on the initiative of the General Assembly,<sup>102/</sup> those specialized agencies whose fields of competence and activity have a particular importance for the Non-Self-Governing Territories have since 1947 collaborated closely with it, especially through the Committee on Non-Self-Governing Territories, in the examination of conditions in the Territories. FAO, ILO, UNESCO, and WHO participate in the sessions of the Committee not only in an advisory capacity, but also by preparing studies and reports on topics within their respective spheres of competence and informing the Committee of services provided by them to the Non-Self-Governing Territories.

118. These latter services, and those provided by other agencies, have greatly increased in scope and usefulness during the period under review. For example, FAO provides a variety of services with general bearing on the agricultural conditions prevailing in the Non-Self-Governing Territories. Such services include promoting and recommending national and international actions with respect to

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<sup>101/</sup> See, in particular, General Assembly resolutions 220 (III) and 331 (IV).

<sup>102/</sup> See resolutions 145 (II) and 331 (IV).

research, improvement of education and administration, conservation, processing, marketing, distribution of agricultural products, agricultural credit, international commodity arrangements and furnishing other technical information and assistance as may be requested by the Governments concerned. Among the FAO projects undertaken in the Non-Self-Governing Territories have been such specific studies as an inquiry into cocoa disease in the Gold Coast in 1948 and a survey of grain storage in British Honduras in 1949, and it has also arranged regional seminars, meetings and training centres on agricultural statistics, fisheries, nutrition, lumber and co-operatives, and the world census of agriculture.

119. ILO has similarly devoted an important part of its activities to labour and related problems in Non-Self-Governing Territories. The Conventions and Recommendations adopted by the ILO, which have set universal standards for various aspects of labour conditions, contain special provisions relating to such conditions as forced labour, penal sanctions for breaches of contracts of employment, recruiting and long-term contracts, protection of women and children, workmen's compensation for industrial accidents and occupational diseases, working hours, minimum wage-fixing procedures, the right of association, settlement of labour disputes and labour inspection services. The Administering Governments are, in the terms of Article 35 of the ILO Constitution, under the obligation to extend to their dependent territories any labour conventions which they ratify.

120. Through its regular programmes, or under the Expanded Programme of Technical Assistance or in close co-operation with other specialized agencies, particularly with UNICEF and FAO, WHO provides assistance in the planning and development of health services which it has extended to all but a few of the Non-Self-Governing Territories. It maintains regional offices through which the public health services and problems of the Non-Self-Governing Territories can be continuously observed. Its services include the compilation of information, the assessment and survey of particular health problems, the provision of materials, experts and other personnel, and assistance in the training of local medical and health staff, rural health programmes, the control and eradication of communicable diseases and the integration of local health services.

121. The work of UNESCO in the fields of education, natural sciences, social sciences, mass communications and exchange programmes has been extended to

Non-Self-Governing Territories through active assistance and advice in matters of fundamental education, the eradication of illiteracy, teacher training, adult education, primary and secondary education, the production of instruction materials, educational research and statistics, educational administration, vocational guidance and the granting of fellowships. It has also helped in encouraging indigenous literature and art. Its International Research Office on Social Implications of Technological Change has given much attention to the Non-Self-Governing Territories.

Participation of Non-Self-Governing Territories in international organizations

122. No formal procedure has been established for the direct participation of representatives of Non-Self-Governing Territories in the General Assembly and its subsidiary organs. From time to time, however, a number of Administering Members have included in their delegations representatives from their Territories, especially on the occasions, mentioned earlier in the report, of the discussion of the cessation of the transmission of information. For its part the General Assembly has encouraged this practice and has particularly invited the appointment of indigenous representatives.<sup>103/</sup>

123. In many of the specialized agencies, a number of Non-Self-Governing Territories play a part ranging from full membership in the main organ on an equal footing with Member States to indirect participation through inclusion in the delegation of the Administering Member. Such specialized agencies performing well defined technical services as the International Telecommunications Union, Universal Postal Union, the World Meteorological Organization or International Tin Council accord full membership to Non-Self-Governing Territories or groups of Territories. Generally, full membership has carried with it the same rights and obligations accorded Member States including the right to vote and to take office, although each of the organizations admitting Non-Self-Governing Territories as full members has established its own qualifications and procedures. Some specialized agencies, while recognizing full membership to the Territories or groups of Territories, attach certain restrictions to such membership. In the

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<sup>103/</sup> See resolutions 566 (VI) and 744 (VIII).

World Meteorological Organization Congress only "Members which are States" are entitled to vote on certain matters, including amendment or interpretation of the Constitution, membership, relations with the United Nations and other inter-governmental organizations, and election of principal officers.

124. Organizations making provision for the participation of Non-Self-Governing Territories as associate rather than full members include WHO, UNESCO and the regional economic commissions of the Economic and Social Council. Associate members in these organizations are accorded most of the rights enjoyed by the regular members but are usually without the right to vote in the main organ. In a number of cases associate members may vote and are eligible to take office in subsidiary bodies within such organizations. In 1952 WHO admitted Tunisia and Morocco as the first Non-Self-Governing Territories to become associate members, which were joined later by the Gold Coast, Nigeria and Sierra Leone. In 1951 the General Conference of UNESCO added to its constitution a provision for the admission as associate members of Territories or groups of Territories not responsible for the conduct of their international relations. A more limited form of participation was provided from 1946 in the case of the ILO by the inclusion of representatives of Non-Self-Governing Territories in the delegations of the Administering Members. In 1954 the Governing Body further agreed that on the recommendation of the responsible Member State, having regard to the political, economic and social development of a given non-metropolitan Territory, the latter might be invited to participate in sessions of the General Conference by means of a tripartite delegation of observers. The Gold Coast, Singapore, Jamaica, Nigeria, Trinidad and Malaya subsequently participated in this way.

#### International regional co-operation

125. In the principal geographical zones in which most of the Non-Self-Governing Territories lie, the regional organizations established by the United Nations, by some of the specialized agencies and by groups of independent States for economic and social development have created additional means of international collaboration with advantages for many of the Territories.

126. Of the United Nations regional economic commissions, those for Asia and the Far East and for Africa are of most direct interest to the Territories. Their work

is directed to the broad objectives of raising the level of economic activity and maintaining and strengthening economic relations within the region concerned as well as with other countries and areas of the world. The Commissions are authorized to make recommendations directly to the Governments of Members and Associate Members in their respective regions, to the specialized agencies and to other inter-governmental bodies; they may also initiate and participate in measures for facilitating concerted actions, investigations and studies of economic and technological problems and developments in their respective areas. The Economic Commission for Asia and the Far East established in 1947 has made available, to countries and territories and to regional and sub-regional groupings, a body of competent technical services and advice to assist the study of economic problems, and direct assistance in such fields as flood control, industrial and mineral resources, trade and finance. The newly established Economic Commission for Africa (1958) has embarked on its first programmes.

127. Membership in each Commission, as is also the case with that for Latin America, is open to United Nations Member States with economic interests in the particular area. Upon application by the Member responsible for its international relations, any Non-Self-Governing Territory or group of Territories may become an associate member. At the end of 1958, Hong Kong, Singapore and British Borneo (i.e., North Borneo, Brunei and Sarawak) were associate members of the Economic Commission for Asia and the Far East; and the Federation of Nigeria, Gambia, Kenya, Zanzibar, Sierra Leone, Somaliland Protectorate and Uganda were associate members of the Economic Commission for Africa. Representatives of associate members may participate without vote in all meetings of the Commissions. They are also eligible to be appointed as members of any committee or other subordinate bodies established by the Commissions.

128. Several of the specialized agencies have established their own forms of regional organization, such as offices through which much of their work is carried out on a regional level. In WHO the regional system established by the First World Health Assembly has become one of the distinctive features of the organization's structure. The six regional organizations include those for Africa, South-east Asia, the Western Pacific and the Americas. Each area organization consists of a Regional Committee of the World Health Assembly and



a Regional Office. In the Africa region, the early efforts were concentrated upon basic inquiries and surveys, often in co-operation with other international bodies, in order to determine the main problems and needs. On the basis of such findings, WHO has provided experts and fellowships to assist the training of local personnel, and has given assistance to communicable diseases control and eradication programmes, particularly for malaria and yaws, and for the improvement of maternal and child welfare and environmental sanitation. In the Western Pacific area WHO similarly has assisted in programmes for the control and eradication of communicable diseases, the training of local health workers, community development programmes, and the integration of local health services.

129. The regional activities of the ILO since 1946 have been concentrated mainly in Asia and the South East Asia areas, On the basis of recommendations of a preparatory Asian conference in 1947, regional machinery was established consisting of an ILO Regional Conference meeting every two years, an Asian Advisory Committee to the Governing Body and an Asian Field Office. Non-Self-Governing Territories are represented in the Asian Regional Conference either by their own delegations or indirectly as members of the delegations of the metropolitan country. In 1955, the Committee of Experts on Social Policy in Non-Metropolitan Territories recognized the need for a comprehensive survey of labour and social policy in African Territories; a survey was completed and published in 1958, and this was followed by the establishment in 1959 of an African Field Office and an African Advisory Committee. In the Asian area ILO regional activities have included organization of manpower, vocational training, instructions in co-operatives and handicrafts and many other training courses and workshops. ILO has established a Marine Diesel Training Centre in Rangoon, maintained annual training courses in co-operatives at Mysore and an employment training institute and held regional working parties in the field on such subjects as apprenticeship and vocational training. Trainees from the region have been awarded fellowships to attend ILO training courses held outside the region.

130. Both FAO and UNESCO have area or regional offices providing technical and liaison services. Regional co-operation is effected through regional bodies of a technical nature and through regular and ad hoc conferences, technical meetings, seminars and workshops on general or specific subjects. FAO holds

biannual regional conferences in the years in which no General Conference is held; these regional conferences are attended by the Governments responsible for the administration of the Territories in the region concerned and by representatives of the Territories. Among the regional technical bodies which are of particular interest to the Non-Self-Governing Territories are the Indo-Pacific Fisheries Council and the International Rice Commission. FAO activities in Africa have been carried out in close collaboration with other specialized and regional agencies and have covered a wide range of subjects such as plant production, plant diseases, animal products and land tenure. With the increasing number of independent countries and the continued urgent need for improving standards of living by the development of natural resources, FAO activities in Africa are expected to expand further in the immediate future. Under its Programme of Work for 1959, FAO will strengthen its regional activities in order to establish closer relationship and to provide better services to the member countries, by increasing the technical staff out-posted from its Headquarters and by transferring certain activities which are essentially conditioned by the local geographical, cultural and environmental circumstances from Headquarters to the regions.

131. UNESCO maintains regional offices for specific purposes in some areas. Such offices include regional Science Co-operation Offices in Montevideo, Cairo, New Delhi, Jakarta, and in Manila; and International Fundamental Education Centres in Mexico and Egypt. Most of UNESCO's regional activities are in the nature of seminars, conferences and surveys such as a series of regional conferences on free and compulsory education, and seminars on rural adult education and public libraries.

132. Besides the United Nations and the specialized agencies, there are three main inter-governmental regional organizations concerned primarily with Non-Self-Governing Territories. Established by the Administering Members concerned, these are the Caribbean and South Pacific Commissions and the Commission for Technical Co-operation in Africa South of Sahara (CCTA). These regional organizations differ from the specialized agencies and regional economic commissions both in the scope of their activities and more particularly in their organization and membership.

133. The Caribbean and South Pacific organizations each consist of a Commission comprising the representatives of the metropolitan governments, a Conference in

which representatives of all the Territories participate, and a Research Council consisting of experts from both metropolitan countries and from the Territories. The Commissions are concerned with the improvement of the economic and social well-being of the peoples of the Territories in their respective regions, and have the objectives of promoting scientific, technical, and economic development and facilitating the use of resources and the concerted treatment of mutual problems. The Conferences not only make recommendations to the Commissions, but also provide the representatives of the Territories with an opportunity to consult with each other or to exchange information on common problems. The Research Councils of both Commissions have established a number of technical committees to carry out and to co-ordinate the researches on scientific information in specific fields.

134. The Commission for Technical Co-operation in Africa South of the Sahara meets annually to review and co-ordinate policies and programmes in the technical fields. It organizes various technical conferences attended by specialists from the metropolitan and territorial governments and these conferences make recommendations to the governments of the Commission. A number of inter-African bureaus have been established to facilitate exchange of information on technical problems. In addition, there are a number of permanent advisory committees and correspondents covering various subjects such as statistics, housing, nutrition, health, cartography and surveys, social sciences and epizootic diseases. The Scientific Council has similar functions to the Research Councils of the Caribbean and South Pacific Commissions.

135. An extraordinary session of the CCTA held in February 1958 in Ghana marked the inauguration of the Foundation for Mutual Assistance in Africa South of the Sahara (FAMA), which was established by Belgium, France, Portugal, the United Kingdom, Ghana, Liberia, the Federation of Rhodesia and Nyasaland, and the Union of South Africa; the Foundation's objectives are to assist in the supply of experts and advisers to countries in the region, to help in the training of personnel and to supply equipment for training purposes. At its thirteenth session in May 1958 the CCTA paid special attention to the need to maintain and develop technical co-operation and to foster the development of bilateral technical assistance under the auspices of the Foundation for Mutual Assistance.

The Scientific Council discussed in August 1958 proposals for the organization of training courses in the medical, veterinary and agricultural fields and advised on forty requests for technical assistance made by African countries and territories to the Foundation for Mutual Assistance.

136. The specialized agencies, in particular, FAO, ILO, WHO and UNESCO, co-operate actively with these regional bodies both under their regular programmes of work as well as under the Expanded Programme of Technical Assistance, including mutual participation in technical meetings, joint sponsorship of surveys and studies, training courses, seminars and conferences and consultation on the secretariat level.

137. The Colombo Plan for economic development in South and South-east Asia has also rendered much assistance to various Non-Self-Governing Territories as well as independent States in the region. The Development Fund for Overseas Countries and Territories established by the European Economic Community<sup>104/</sup> represents another form of international collaboration with special interest in Africa.

#### International technical assistance

138. Finally, the use made by the Members administering Non-Self-Governing Territories of the facilities available under the United Nations technical assistance programmes has increased considerably during the period under review. Participation by the Territories in these programmes was encouraged by the General Assembly as early as 1948, when by resolution 220 (III) it drew the attention of the Members concerned to the arrangements for technical assistance which had recently been approved by the Economic and Social Council. Following the establishment of the Expanded Programme, the Assembly in 1950, by resolution 444 (V), invited the Administering Members which needed technical assistance for the economic, social and educational advancement of their Non-Self-Governing Territories to submit their requests.

139. A description of the kinds and amounts of technical assistance accorded to Non-Self-Governing Territories under the United Nations programme is included in the present report in a more appropriate context, as one of the studies of economic, social and educational conditions which follow.<sup>105/</sup>

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<sup>104/</sup> See A/3916/Rev.1.

<sup>105/</sup> See International Technical Assistance to Non-Self-Governing Territories (A/4195).

ANNEX

LIST OF DOCUMENTS CONSTITUTING THE REPORT ON PROGRESS ACHIEVED BY  
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PART C: TERRITORIAL SUMMARIES (Secretariat)

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V. West African Territories . . . A/4085

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