

UNITED NATIONS  
TRUSTEESHIP  
COUNCIL



Distr.  
GENERAL

T/1056  
9 June 1953

ORIGINAL: ENGLISH

Twelfth session  
Item 7 of the provisional agenda

UNITED NATIONS VISITING MISSION TO TRUST  
TERRITORIES IN THE PACIFIC, 1953

REPORT ON NEW GUINEA

Letter dated 8 June 1953 from the Chairman of the Visiting Mission  
to the Secretary-General.

I have the honour to transmit to you herewith, in accordance with the Trusteeship Council's resolution 642 (XI) of 24 November 1952 and with rule 99 of the rules of procedure for the Trusteeship Council, the report of the United Nations Visiting Mission to Trust Territories in the Pacific on New Guinea.

I should be grateful if, in accordance with the same rule, you would allow an interval of two weeks to elapse between the transmission of this report to the members of the Trusteeship Council and its general distribution.

Signed:

(Enrique de Marchena)

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## INTRODUCTION

### Terms of Reference

1. The decision and preliminary arrangements to send a single visiting mission to the four Trust Territories in the Pacific were made by the Trusteeship Council at its 456th meeting on 20 November 1952 during the second part of its eleventh session.
2. The composition of the Mission was discussed by the Council at that session and finally determined at the 456th, 457th and 458th meetings. The following persons were appointed as members of the Mission:
  - Mr. Enrique de Marchena (Dominican Republic) - Chairman;
  - Mr. Leon Pignon (France);
  - Mr. Najmuddin Rifai (Syria);
  - Mr. W. A. C. Mathieson (United Kingdom);
3. At the 457th meeting of the second part of its eleventh session, the Council adopted resolution 642 (XI) setting forth the Mission's terms of reference. By that resolution, the Mission was directed:
  - (a) To investigate and to report as fully as possible on the steps taken in the four Trust Territories towards the realization of the objectives set forth in Article 76 (b) of the Charter, taking into account the terms of the General Assembly resolution 321 (IV) of 15 November 1949;
  - (b) To give attention, as might be appropriate in the light of discussions in the Trusteeship Council and the General Assembly and the resolutions adopted by them, to issues raised in connexion with the annual report on the administration of the four Trust Territories, in petitions received by the Trusteeship Council relating to the four Trust Territories, in the report of the first periodic visiting mission to the Trust Territories in the Pacific, and in the observations of the Administering Authorities on those reports;
  - (c) To accept and receive petitions - without prejudice to its acting in accordance with the Council's rules of procedure - and to investigate on the spot, in consultation with the local representatives of the Administering Authorities concerned, such of the petitions received as, in its opinion, should warrant special investigation;

(d) To examine, in consultation with the Administering Authorities, the measures taken and to be taken in respect of the provision of information about the United Nations to the peoples of the Trust Territories on the Council's resolution 36 (III) of 8 July 1948, and to undertake the duties enumerated in Council resolution 311 (VIII) of 7 February 1951 on the same question;

(e) To transmit to the Council not later than 10 June 1953 a report on each of the Trust Territories visited containing its findings with such observations, conclusions and recommendations as it might wish to make.

#### Itinerary

4. The Mission set out from New York on 12 February 1953 and was accompanied by a secretariat of six persons, of whom Mr. H. A. Wieschhoff was Principal Secretary.<sup>1/</sup> After visiting the Trust Territories of the Pacific Islands and Nauru it arrived at Port Moresby from Kwajalein by air on 14 March 1953. It proceeded immediately to Rabaul where it was received by the Administrator of the Territory. The next six days were spent in the New Britain District. On 20 March the Mission arrived in the Bougainville District and after spending one day there proceeded to the New Ireland District. On 23 March it proceeded to Manus District and after a two-day visit, departed for the Sepik District on 25 March. On 28 March two members of the Mission went to the Eastern Highlands District and the remainder arrived the following day in the Madang District. On 31 March the Mission reunited in the Eastern Highlands District where it remained until 2 April and then departed for the Western Highlands District. After spending three days in the latter area, it proceeded to the Morobe District on 5 April. On 9 April the Mission left the Territory for Port Moresby in Papua and remained there for meetings with the Administrator and Departmental heads until 13 April. On that date it left Papua for Australia where it visited Sydney and Canberra between 14 April and 20 April before proceeding to New Zealand on 21 April. After visiting Western Samoa, the Mission returned to Headquarters on 14 May 1953 and unanimously adopted the present report there on 8 June 1953.

<sup>1/</sup> The other members of the Secretariat were Mr. James L. Lewis, Mr. Myles Minchin, Mr. Abdel-Aziz Allonni, Mr. Leif G. Hanz and Miss Mabel L. Winnett.

5. Throughout its tour of the Trust Territory of New Guinea the Mission was accompanied and greatly assisted by Mr. A. A. Roberts, Director of the Department of District Services and Native Affairs and Mr. R. Hamilton of the Commonwealth Department of External Affairs. The Mission desires to express its appreciation of the warm welcome and hospitality accorded to it by the people of the Trust Territory and the Administration personnel. It wishes in particular to thank the Administrator, Mr. D. M. Cleland, and the Government Secretary, Mr. S. A. Lonergan, for their assistance and for placing all necessary facilities at its disposal.

## CHAPTER I

### GENERAL CONSIDERATIONS

6. The Trust Territory of New Guinea consists of part of the "mainland" - the island of New Guinea proper - and a large number of islands of greater or lesser size. A large part of the total land area, including the small islands, is both elevated and rugged in terrain, the few major exceptions being the Sepik, Markhama and Ramu river valleys and areas in the Central Highlands. The Huon Peninsula, for instance, is only some sixty miles or so wide, yet its mountain backbone rises to 11,000 feet above sea-level; the long, narrow island of New Britain, of roughly the same width, has a backbone of mountains reaching 8,000 feet; the upland valleys of the mass of the Central Highlands are five or six thousand feet above sea-level for the most part, while their fringing ranges reach from ten to fourteen thousand feet, and yet the width of the "mainland" island from Madang on the north coast to Kikori on the Gulf of Papua is only some 200 miles. The Territory, therefore, may be classed among the most mountainous regions in the world. The Mission was vividly conscious, while flying and travelling over the Territory, of the extraordinary difficulty that is experienced in surface movement over the rugged, precipitous slopes that make up so much of the land area.

7. These difficulties of terrain are aggravated by difficulties of climate and by the influence of climate on vegetation. The Trust Territory all lies within eight degrees of latitude from the Equator so that, apart from alleviations brought about by elevation, it is hot throughout the year; the temperature at Rabaul varies only a few degrees from 80° F during night or day. Rainfall is more variable, but wherever the ranges lie athwart either of the two seasonal wind systems, the south-east trades or the north-west monsoon (and this is a common situation in New Guinea topography), the rains are heavy and prolonged. More than 300 inches of rainfall per year has been recorded at Gasmata; Lae receives nearly 200 inches, and the rainfall on mountain slopes behind such coastal rain-recording stations is considerably higher. New Guinea is undoubtedly among the wettest regions of the world. The Mission wishes to emphasize that in this respect, as in many others, there is no real parallel to

physical conditions in the other Trust Territories where, even in the wettest parts, rainfalls are not as high as in New Guinea, and where the division of the year into wet and dry seasons is much more marked. It is true that there are portions of the Trust Territory where annual rainfall reaches only between 40 and 60 inches and portions where there is a well marked dry season, but these are exceptional and cover only a small proportion of the total area; they may receive more attention than they merit by reason of their size, however, because of the agricultural advantages of lower and more seasonal rainfall.

8. The combination of high, steep terrain and high rainfall means that in the wettest season many of the rivers are torrents in the mountains and swamps in the plains. The narrow coastal lowlands fringing mountain ranges, and the great alluvial lowland of the Sepik plain are likely to be inundated after heavy rains or may be more or less permanently swampy. The consequences of this on what might otherwise be agriculturally attractive soils are obvious. The Mission was deeply impressed by the magnitude of the task of exerting some human control over these tremendous natural forces and of the difficulties to which these conditions give rise even in the present stage of economic development. Furthermore, the combination of high temperature and high rainfall make for a very prolific growth of vegetation which, while having advantages so far as crop plants are concerned, intensify the difficulties in regard to the development of communications and transport. The Mission stresses these aspects of the New Guinea environment because it feels that in any realistic appraisal of the Territory they must be appreciated and taken into account.

9. Another general characteristic of the Territory that impressed the Mission was the excessive fragmentation of indigenous society. In this connexion it should be noted that in many parts of the Territory a chronic state of warfare existed until comparatively recent times. In some areas, particularly in the Highlands and in the Sepik District, it has been suppressed only recently and in a few remote areas of these and other Districts it still continues today. In the Highlands the Mission was informed that formerly it was not uncommon for a man to spend his entire lifetime without going farther than one or two

hour's walking distance from his village. This situation may account for the great multiplicity of spoken languages. The Annual Report of the Administering Authority for 1951-52 states that the number of "Melanesian" languages in New Guinea, so far as is known, is 53, and that the number of "Papuan" languages is probably greater. In the coastal parts of the Territory it is unusual to find more than 5,000 people in any one language group, and it is quite possible that the inhabitants of some villages cannot understand their immediate neighbours.

10. Due to the efforts of the Administration's peaceful penetration policy, much of the former animosity between different tribal groups has been removed; in most parts of New Guinea the people now travel freely between their villages and administrative posts and social intercourse between formerly hostile groups is rapidly increasing. In this connexion it may be noted that even women, who formerly did not dare to go outside the immediate vicinity of their villages, are now travelling without difficulty from one village to another and attend unprotected to their garden duties. New concepts are gradually being introduced into these societies by the impact of European penetration. The Administration is attempting to bring representatives of newly contacted groups to administrative posts so as to acquaint them with members of other tribes as well as with the rudiments of the European way of life, thereby hoping to introduce modern concepts into traditional societies. This process of adjustment is, to no small degree, aided by the readiness of people, particularly from the Sepik and Highland Districts, to leave their homes for employment in distant districts.

11. Irrespective of the length of contact between the people of New Guinea and European administration, the village remains the largest political unit in most of the Territory. Only in a few areas, such as Rabaul, do two or more villages have political ties extending beyond the village. There exists no political organization of a regional character and the representation of two indigenous members on the Legislative Council of Papua and New Guinea has little direct significance for the political development of the Trust Territory. In appraising realistically the situation as it exists in New Guinea today, and without taking into account past actions by the Administration, the Mission could not help feeling that some of the discussions which have taken place on



the political advancement of the indigenous people have been premature. It is of the opinion that, while the pace of political development can and should be accelerated it would be unrealistic to assume that the existing tribal structure can be greatly modified in the very near future, and that at this stage a meaningful territory-wide political organization is difficult to imagine. In making this statement the Mission is not unaware of the possibility that political development, once properly initiated, may eventually gain a momentum difficult to gauge at the present time.

12. In travelling from district to district the Mission noted that the economic advancement of the indigenous people has been slow and that in many areas they have remained totally unaffected by the introduction of new crops and new methods of cultivation. There exists no detailed knowledge concerning the Territory's economic resources or its economic potential and little economic development and exploitation of the resources has therefore taken place thus far. This observation should not be construed as a mere criticism. The Mission is fully aware that the character of the Territory, as described above, has been and will continue to be a serious obstacle to its economic development. In the past, as in the present, the time and energy of the small body of officials has been devoted to the task of exploring unknown areas, in extending the Administration's authority and in maintaining law and order. But the time appears to be approaching when more energetic steps for the economic improvement of New Guinea must urgently be undertaken.

13. What economic development has taken place is primarily in the hands of the European planter, a few mining companies and a few trading firms. But all these activities have not impressively affected the general development of New Guinea. Almost all of the European coconut plantations, at present one of the greatest assets of the Territory, existed at the beginning of the Mandate period and they have not been appreciably extended nor even replanted. Some of these appear to have been actually neglected. Although a few new commercial crops, such as cacao, have been introduced their production has thus far not seriously influenced the basic economy of the territory. Gold mining, which was introduced in the late twenties and which represents the only mining activity in the Territory, is apparently coming to an end within a few years; its effect upon the Territory has been restricted to a few areas only.

Its contribution in direct or indirect revenue does not appear to have been important and the profits were only partially reinvested in the Territory.

14. The Mission noted with interest that in recent years some surveys of mineral and timber resources have been undertaken and that it is now expected that some hope for the successful exploitation of the latter exists. Agricultural experimental stations have been established in many areas, which, it is hoped, will have a considerable influence on the improvement of existing crops and on the introduction of new ones as well as on the improvement of the agricultural methods of the indigenous population. Experiments designed to test the possibility of introducing animal husbandry have also been undertaken in several areas of the Territory. While it is still too early to assess the economic importance which these experiments will have in the economic advancement of the people, it is quite clear that they deserve the very highest attention of the Administration.

15. In observing present-day conditions in New Guinea the Mission was forcefully impressed by the tremendous tasks confronting the Administration, particularly in developing the territory economically. Its social, educational and political advancement are directly dependent on the expansion and broadening of the economic structure of the Territory. The Mission is firmly convinced that unless the economy of the Territory can be radically improved advancement in all other fields will continue inevitably to be retarded. The Mission gained the impression that at the present time economic development is uneven and spasmodic, depending as it does to a large degree on the efforts of non-indigenous companies and individuals operating under the fluctuating stimulus of commercial incentives. The Administration therefore can exert little control over the pace and direction of this kind of development. The Mission is not unaware of the great obstacles which the Administration faces in this regard not only on account of New Guinea's geography and climate, but primarily on account of the difficulties of securing the financial aid necessary for a meaningful development plan. This difficulty is real, but the Mission is of the opinion that irrespective of the amount of the financial assistance which the Administering Authority will continue to be able to give for the economic development of the Trust Territory, these subsidies should be fitted into a development plan, covering 5 or 10 years, so as to guarantee a fully co-ordinated programme and establish the guide lines for the type of economic expansion judged best fitted to enhance the future prospects

of the inhabitants. To that effect the Mission believes that the Administering Authority might be asked by the Trusteeship Council to study the possibility of submitting such a plan after a thorough examination of the economic potential of the Territory has been made.

## CHAPTER II

### POLITICAL ADVANCEMENT

#### General

16. As has already been stated (paragraph 11), there exists in the Territory of New Guinea no traditional political organization above the village level. In order to foster the political advancement of the people the Administration has used, and continues to use, the luluai system, under which indigenous officials are appointed by the Administration in each village with certain statutory authorities relating to the maintenance of law and order, sanitation, hygiene, maintenance of roads, census compilation and similar matters. In the maintenance of law and order, the luluais are restricted to the power of arrest and the issue of orders. Tultuls also appointed by the Administration act as assistants to luluais. They have restricted authority and responsibility and their main duty is to see that the lawful orders and instructions of the luluais are carried out. The luluai system, which goes back to the days preceding the Mandates period, is essentially a system of direct rule, giving little political initiative to the officials involved.

17. In some areas of New Guinea there functions, side by side with the luluai system, unofficial village councils, as purely advisory bodies. They often are composed of the representatives of several villages, but have no statutory basis. It is said that these unofficial councils are being trained in the tasks of local self-government and that the Administration assists and guides them so that they may in time be able to assume the responsibilities and functions of the official Native Village Councils.

18. In 1949 the Administration introduced a major change in its system of local government in the Territory by the introduction of the Native Village Councils Ordinance 1949. This ordinance, which is based on the principle of indirect rule, provided for the establishment of Native Village Councils which are eventually to replace village officials appointed in the past by the Administration. The powers and authority such councils may exercise have been

summarized in a previous report of the Trusteeship Council (A/1056, p. 243) and the activities of the four councils, namely, the three in the Rabaul area and the one in Baluan, established prior to June 1952, are described in the Annual Report on the Territory for 1951-52 (pp. 38-43). Since that date two additional councils have been established in the New Britain District, making a total of six for the whole Trust Territory, embracing a total of approximately 27,000 inhabitants out of an enumerated and estimated population totalling 1,090,332.

19. The policy of the Administering Authority was stated by the special representative of the Administering Authority during the tenth session of the Trusteeship Council. It was then said that there would eventually be a system of councils at the levels of village, area, district and region, each council acting as an electoral "authority" for the Council senior to it, with the regional council electing members to the Legislative Council, thus completing what may be referred to as an electoral pyramid.

20. The Mission held meetings with all six existing Village Councils and was greatly impressed by the enthusiasm of the people for this new development. Their work embraces more than local government. Their Council houses are being used as centres for social and sporting activities. They are encouraging indigenous production by purchasing motor trucks and boats to carry produce to markets and by opening stores for its purchase and the sale of trade goods. They have plans for such projects as the purchase of unoccupied plantations, the establishment of saw mills, and the operation of rice mills.

21. Council meetings reflect seriousness of purpose and foresightedness on the part of members. Better education for their children as well as advice and assistance in agricultural and economic projects are being sought from the Administration. The Mission was particularly impressed by the functioning and by the activities of the Baluan Village Council, a Council which is functioning on a comparatively isolated island, and where as a result of the Administration's initiative the so-called Paliau movement was channelled into a constructive political development. The projects undertaken by the Native Village Councils require capital and the people are prepared to tax themselves in order to establish and maintain them. The tax consists of £4 per year for male members and £1 for women; already revenues and expenditures amount to comparatively large sums. Baluan Council, for example has estimated expenditures of £5,412 for 1953

and that of the combined Reimber Livuan Councils totals £13, 325. The 1953 draft financial estimates of the latter, budgeting expenditures for General Administration, Medical and Sanitation, Education, Agriculture, Forestry, Roads and Bridges, and Water Supply, illustrate the scope of its activities and also indicate the people's willingness to share financial responsibility with the Administration for their own welfare and advancement.

22. After seeing what the Baluan and the New Britain Native Village Councils were accomplishing the Mission was much interested in the immediate possibility of establishing additional Councils in these as well as other areas. It specifically discussed this point with Administrative officers in the various districts and with the Administrator at Port Moresby. At Bougainville it was informed that an officer was to come to direct their establishment. In New Ireland the District Commissioner stated that some groups had heard of the New Britain Councils and were anxious to have them also. He believed, however, that it would be premature to establish them before an officer from the Native Authorities Section was available to guide and assist them. In Madang the District Commissioner did not believe that the people had reached the stage where they could administer the law insofar as it applied to themselves without bias; personal feeling and private gain would be too influential to permit this. He felt that in twelve months it would be possible to establish one Council. At Port Moresby the Administrator stated that the development of Councils in Kavieng, Wewak, Madang and Lae was to commence as soon as the population had sufficient income to enable them to function efficiently. This was being fostered by rural progress societies and/or co-operative activities in three of the districts; Village Council activity would follow within a period of approximately two years. Immediate development, however, would take place in the New Ireland and Manus Districts.

23. Administrative Officers also pointed out that the extension of Councils to embrace new areas was dependent first on training the people how to conduct them along prescribed lines and also simple bookkeeping, in order to be able to handle their financial affairs. This includes explaining the functions and

powers of the processes of election and representation, surveys of the economic potential of each area and the revenue a Council may anticipate, the compilation of a record of those eligible to pay tax, the selection and training of a Council clerk, and the ascertainment of the wishes of the people regarding the establishment of a Council, and the particular group or groups which should be included in a proposed Council.

24. With regard to political development in general, the Mission believes that there can be little doubt that, if the present low level of political education is any indication, significant political development would take a very long time. The work of training the people in the purposes and processes of representative institutions even at the village level has only been started in a few areas and the process of establishing political systems above the village level is not yet beyond the blue print stage. It must be obvious that the task of establishing such bodies must take longer as this process extends from the more sophisticated villages to those which have only recently been brought under Administration influence. The Mission believes that the training in representative Government is a task which should be prosecuted with all possible speed, and believes that in this process use might be made of indigenous inhabitants from those villages in which councils have been successfully established and who are already familiar with the purposes and procedures of representative institutions. It is not unlikely that such persons might be successful in transmitting their knowledge to their fellow-countrymen.

25. The Mission suggests that it is highly important that the duties and functions of any representative institutions should be such that the institutions would form a real and living part of the operation of the indigenous economy and society; otherwise they may become a novel, but empty and meaningless, game. Part of the process of education must be bringing the people to desire such institutions for the benefits to be derived from them, and this desire is the more likely to be generated if the people are given a wide degree of freedom and responsibility in the handling of their own community affairs, financial and otherwise. In this connexion the Mission was favourably impressed by the degree of autonomy that had been granted to the village councils already established; it considers, however, that the development of these councils should be carefully

watched to ensure that the authority granted them in the relevant ordinance be not diminished in practice by conflict for authority between them and Administration officials or officials, such as village constables, theoretically under the control of the council. The transition from the chief and luluai system to the council system may easily be marked by power struggles in village politics with resultant frustration and disappointment if the old system dies too hard.

26. The Mission is firmly convinced that a speedy development of the Village Council system will do much to hasten the political advancement of the Trust Territory. It is aware of the assistance which many of the indigenous people will need in order to establish Councils in their areas, but it gained the impression that some administrative officials were not always ready to appreciate fully the degree of political preparedness which had been reached by the people. The fact that unofficial village councils are no new feature but existed formerly and continue to exist under the present administration, as purely advisory bodies, cannot be ignored. The system of luluais and tultuls was also a foreign innovation imposed to facilitate administrative control. In this connexion the Mission notes that the Baluan people were ahead of the Administration in the establishment of their Council. As early as the beginning of 1948 they were found to be establishing Village Councils. In 1950 they requested the District Commissioner to establish an official Village Council. They were told that this would be done when a native affairs officer became available. Later in the year an officer arrived to take preliminary steps and supervise the establishment of the subsequent Baluan Village Council. Here the political climate was such that it led quickly to the satisfactory amalgamation of a number of villages under one council.

27. The Mission is of the opinion that the unofficial Siar Village Council in the Madang District is in much the same condition as were the Baluan people a few years ago, and perhaps the same might be said for a few unofficial councils in New Ireland. At Kavieng the Mission learned that the people wanted official village councils but that the Administration believed that the people still needed the guidance and assistance which officers specializing in



such work could provide before councils could be established. While it is clear that large groups of people of New Guinea are not yet at the stage where councils can usefully be introduced, there are many who only lack assistance from the Administration in order to take this important step.

28. In discussing this question with Administration officials, including the Director of District Services, the Mission was informed that the one official specializing in this type of work was still active in the Rabaul area and that he would be available for other areas later. The Mission believes that, in view of the importance of this task for the development of the Territory, the Administration should take all possible steps to increase the personnel for this type of work or to take such other steps which might enable officers of the District to assist the people in the establishment of these Councils. The Mission fails to see why the District Commissioners having such a detailed knowledge about conditions in the districts under their Administration, should not be entrusted with this important task. The development of local government should be a basic duty for administrative officers generally and not regarded as an exclusive field in which only specialists can operate. The present approach through the universal application of a general ordinance by specially assigned officers may perhaps be imperfectly adapted to the diversity of society in New Guinea.

29. The Mission is not convinced that the pattern of the Village Council is equally suitable for all parts of the Territory. The Village Council system is no doubt eminently suited for the creation of self-governing local government bodies on small islands and in relatively small coastal communities; but in such areas, as the Eastern and Western Highlands, with comparatively dense populations, it may be well to consider the possibility of beginning the work of political education within larger geographic areas. Although it may appear premature to speak about the political advancement of people who are said to have only recently emerged from the Stone Age, the Mission was not unimpressed by the potential and the manifest quality of those people. In any case the

Mission has no hesitation in stating that it would be wrong to assume that the advancement of the people should be measured in centuries. Early attention to their political advancement on at least sub-district levels may greatly facilitate the administrative task of the local authorities.

30. One aspect of the problem of political education is the difficult language situation referred to in paragraph 9 above. Because of the bewildering variety of tongues spoken in New Guinea, it is difficult for Administration officials to convey political training to any large number of linguistic groups and for a linguistic group to pass on its ideas and training to another. Pidgin English, now widely used in New Guinea, is not a satisfactory medium for political education. (See paragraph 153 below).

31. In connexion with the political development of New Guinea the Mission wishes to state that the Administration deserves the commendation of the Council with regard to its record of penetration of the Territory. In difficult terrain, in exhausting and unhealthy climates, peoples living in what has been called a stone age culture have been brought under administrative control with surprisingly little friction. This record does great credit to the personal qualities of the officers concerned who operate under strict instructions for the avoidance of violence which place them not infrequently in considerable danger. In order that the Council might appreciate more fully how administrative control is extended into newly opened areas, the Mission has appended herewith the log of an actual report covering a week, selected from a patrol of 33 days, conducted in the Minj sub-district (Western Highlands), an area visited by the Mission on 4 April 1953 (Annex I).

#### Administrative Organization

32. While in the territory, the Mission devoted some time to the examination of the Administrative Organization and particularly the relationship between the Districts of the Territory and the Headquarters of the Administration at Port Moresby in Papua. No description of the precise lines of authority between the District Commissioners and the various Departments in Port Moresby appear in the Annual Report. It will be recalled that the 1950 Visiting Mission noted that District Officers were vested with responsibilities which required them to

make immediate decisions in a considerable number of matters, and therefore it welcomed a declaration by the Minister of External Affairs to the effect that "a greater measure of authority and responsibility will also be vested in District Officers in relation to all matters within the district in which they are placed in charge." It was then explained that the policy which the Administering Authority intended to follow for the administration of the Territory was based on decentralization and the spreading of authority. The Administrator was to be vested with more power by the Commonwealth, and heads of departments and districts in the Territory were in turn to be vested with more authority by the Administrator.

33. While in the Districts the Mission gained the impression that a District Commissioner's authority was considerably circumscribed by control from Port Moresby. In the matter of finances, budgetary control at headquarters allowed him little independence of action. Once allotments of money had been determined for the various fields of administration, he was responsible to the Treasurer for their expenditure among the specified departments. Little flexibility was possible in the application of resources to changing circumstances and the District Commissioner could exercise his own judgment only in the case of very minor sums. In the case of the assignment of staff members within the district, at least as far as doctors were concerned, decisions were again made at Headquarters. The Director of District Services and Native Affairs stated that Headquarters rarely disregarded the desires of District Commissioners. Many other matters, such as permission to recruit labour in a district or the issue of a permit to an individual to enter a restricted area, are decided at Port Moresby, and not by District Commissioners.

34. In discussing this question in Port Moresby the Mission was informed that District Commissioners are responsible to the Administrator - (i) through the Government Secretary in respect of activities within Districts other than those concerning native administration; (ii) through the Director of the Department of District Services and Native Affairs in respect of matters concerning native administration. Subsequently the Administrator, in referring to the position of District Commissioners, stated that the question of achieving simpler administration in the lines of communication was under review.

35. The Mission gained the impression that the existing administrative organization is highly centralized and gives District Commissioners little freedom of action, even though their advice as well as their requests appear to be taken into serious consideration at headquarters. In a territory such as New Guinea the delays entailed by such a method may not be conducive to efficient administration. Although it was stated that Headquarters rarely refuses the application of a District Commissioner to have, for instance, a village or area closed to labour recruiting, it appeared to the Mission that there existed no serious reason for not allowing District Commissioners to exercise this authority directly if in their opinion such need arose. The Mission believes that many decisions now dependent on headquarters could well be made on the spot, reserving to headquarters the right of review. By relieving officers at Headquarters of the function of detailed supervision energies could be released for longer-term planning.

36. In this connexion, it may be noted that while in the Territory the Mission heard some comments concerning the relatively high costs of the work undertaken by the Department of Works of the Commonwealth of Australia for the Administration of Papua-New Guinea.

37. The Mission was informed that at present the Department of Works of the Administration of Papua-New Guinea is dormant; that the public works in the Territory are being carried out by the Department of Works of the Commonwealth of Australia by arrangement with the Administration; and that the relationship of this Department to the Administration was similar to that of architect to client. The Administration provides the Department of Works with funds for major works and the latter has the work performed on behalf of the Administration using private contractors or its own resources as the circumstances may warrant. Maintenance and minor works are carried out by the Administration through the agency of its Works Branch. In the Morobe District the Regional Works Officer explained to the Mission that the Department was endeavouring to get private contractors to do most of its work, but on outstations, such as Garaina, it had to carry out the work itself, because it was difficult to get contractors to submit tenders for those localities. At Port Moresby the Mission requested information on Public Works in general, and particularly how priorities were to be

allocated among communications, economic development, education and medical services. It was informed that all four were basic essentials to Native administration and really went hand in hand. At this stage, however, the first priority was accommodation for staff, followed by schools and hospitals with equal priority. As to criticism in the Territory concerning the high cost of public works, the Administrator stated that the Department of Works had accomplished a great deal in reconstruction and development projects and that it was subject perhaps to unjust censure. The Mission was informed that the cost to the Administration of work carried out by contract was based on the bulk sum of the tender price amended by any variations during the period of the contract plus a supervision fee of 6 per cent on the final cost of the work. For all work carried out by direct labour the Administration was debited with the cost of wages plus an on-cost of 41.2/3 per cent, the cost of materials plus an on-cost of 20 per cent, and plant hire charges and a supervision fee of 6 per cent of the total cost of the work.

38. The Mission has no observations to make concerning the relationship between the Administration and the Department of Works except to note that some closer integration and some more effective system for the determination of priorities may be desirable.

#### Administrative Personnel

39. In view of the recommendation of the Trusteeship Council at its eighth session and the observation of the 1950 Visiting Mission concerning the recruitment of an adequate body of administrative personnel, the Mission studied the administrative services of the Territory. The Mission noted that there had been an increase in the number of established positions in the Public Service and that an increased number of them had been filled. At 31 March 1953 established positions had increased from 1,627 to 1,632 as of 30 June 1952. The number of positions occupied had increased from 1,293 to 1,404. In respect to conditions of services, salary ranges remained the same. Although noting a general improvement in the personnel situation, the Mission was informed in all districts that a need for more personnel existed. Many special projects had not as yet been fully staffed for the work which was to be done.

40. The Administrator of the Territory informed the Mission that administrative policy was to fill established positions as quickly as possible and that to that end the recruitment of a large number of additional personnel had been undertaken in recent months. It was expected that difficulties would be encountered only in relation to positions for which the services of highly-trained professional and technical officers were essential. Officials at the Department of Territories at Canberra frankly recognized that the improvement of administrative services was one of the principal problems facing the Administration. It was recalled that during the period succeeding the war great difficulty was experienced in reassembling the staffs of the Territorial services, in trying to build up their efficiency, and in securing recruits. It was noted that this was occurring at the same time that the public services in the Commonwealth, the State Services and also private industry in general were being expanded. Because of these circumstances, it was necessary to appoint persons not ideally suited to their positions in the Territory. During the current year, however, the Administration had embarked on a scheme of forward planning and orderly recruitment. It had initiated a more strict system of selection for an annual intake of recruits. It felt confident that from now on it would be able to secure the services of a better type of officer. As an illustration of the different circumstances now prevailing, it was noted that recently 30 advertised positions for cadet patrol officers brought so many responses that a selection of 180 for interview was possible, and the Administration was able to choose some good men from among them. By contrast, in the previous year, only 16 applicants responded to advertisements, and the Administration would have preferred some of those to have been more suitably qualified.

41. Housing for staff members has improved in the past few years. The Mission saw numerous new houses recently constructed at the various administrative centres. In some areas, however, such as New Britain and the Western Highlands, much remains to be done, and in others, staff members and their families were living in grass-roofed houses with woven cane walls. The Mission was informed that suitable housing for all staff members and their families would be available in the near future. The Administration is fully aware of the

importance of housing conditions in a Territory such as New Guinea, where many of the ordinary comforts and amenities of modern life are missing, and it would be shortsighted indeed to neglect this for any part of the staff whether they are located at Administrative centres or at remote posts in the sub-districts.

42. The Mission was greatly impressed by the devotion with which the Australian personnel carried out their duties under circumstances which were often difficult. Many of the officials whom it had the opportunity to meet were unquestionably of high calibre and well-suited for the positions which they hold. It appeared to the Mission, however, that in many fields the Territory now needed more specialized officers. In this connexion, the Mission was glad to note that the Administration was attempting to secure more specialized officers for the many special tasks which were needed for the proper development of the Territory.

43. Indigenous inhabitants employed by the Administration at 30 June 1953 included 8,448 men and 139 women. These consisted of 5,856 general labourers, 803 medical workers, 543 probationers and trainees, 192 drivers of vehicles, 116 carpenters, 105 cooks, 138 teachers, 129 labour-foremen, 80 stewards and waiters and 134 seamen and ferrymen. The remaining workers consisted of small groups of employees in numerous occupations most of which appear to require little skill or education. In addition to the employees noted above 1,324 persons from the Territory serve in the Royal Papuan and New Guinea Constabulary.

44. With regard to the participation of the indigenous population in the administration, the Mission is of the opinion that the Administration should continue its efforts to draw into its services qualified indigenous people, and believes that a strenuous effort should be made to train them for employment in the many technical services of which the Territory is in such great need.

#### Australian School of Pacific Administration

45. The Australian School of Pacific Administration, established by the Papua and New Guinea Act 1949-1950, provides for special courses for the education of officers and prospective officers of the Territory of Papua and New Guinea and of other prescribed persons, including persons nominated by a

Christian Mission and Natives whose standard of education fits them for higher training. Appointees to the School before proceeding to the Territory to take up duty as Cadet Patrol Officers spend nine weeks at the School. After serving a period of duty in the Territory of at least twenty-one months, such officers return to the School for a two-year course which includes studies in Law, Government, Anthropology, Tropical Geography and Land Use and History. In February 1952 the third two-year course of study commenced, with twenty-eight officers attending. There is also a special one-year course in Native Education designed to instruct trained teachers in the special problems of work for the indigenous people of the Territory. In 1951 four trained teachers attended this course and in 1952 one teacher commenced it.

46. The Visiting Mission inspected the School at Sydney and was impressed with the student body and their interest in the Territory. It was glad to learn that the future existence of the School was no longer threatened. Although unable to appraise the work and the curriculum of the School, the Mission strongly believes that the initial as well as periodic training of the junior staff in the general problems of the Territory will prove very valuable.

#### Administrative Union

47. The Mission, cognizant of the importance which the Trusteeship Council has placed upon the question of the Administrative Union between the Trust Territory of New Guinea and the Territory of Papua, gained the impression that the status of New Guinea as a Trust Territory is preserved and that, except for purposes of administrative organization and the Legislative Council, constitutes a distinct entity.

48. At Port Moresby, the administrative headquarters of the joint administration, where the Mission spent four days and was invited to visit a few institutions common to both territories, the Mission was informed by the Administrator that the distinction made in the administration of the Territory was that the identity and status of the Territory of Papua as a possession of the Crown and the identity and status of the Territory of New Guinea as a Trust Territory



would continue to be maintained, and that the Papua and New Guinea Act provided that there should be expended in each year upon the administration, welfare and development of the Territory of New Guinea an amount which was not less than the total amount of public revenue raised in that year in respect of the Territory of New Guinea. In Canberra the Minister for Territories stated that the administrative union was desirable from the point of view of efficiency of administration.

#### Legislative Council

49. The Mission had no opportunity to see the operation of the Legislative Council since no session was held while the Mission was in the Territory. Upon the request of the Mission the official records were made available to it and an examination of these did not reveal any material which would warrant a special analysis by the Mission.

50. In the Territory the Mission had an opportunity to meet with various members of the Legislative Council, including the two Native Members appointed from New Guinea, Mr. Aisoli Salin of the New Ireland District and Mr. Simogun of the Sepik District.

51. At a public meeting with the Visiting Mission the members of the Native Village Councils in the Rabaul area stated that the Native members of the Legislative Council had not visited other districts to discover the people's wishes. They thought this should be done before another session of the Council was held. They also considered that after each session the Native members should visit the people of the districts and explain what had been done. In this connexion the Mission was informed that the Administration had arranged for the Native members to confer with indigenous groups and communities prior to the next meeting of the Legislative Council. Mr. Aisoli Salin would visit the New Ireland, New Britain and Manus Districts and Mr. Simogun would visit the Sepik, Madang, Morobe and Central Highlands Districts. After the Legislative Council had concluded its meeting they would visit the same groups and communities and inform them of the matters that were dealt with during the session.

52. Although recognizing the great value which the participation of Native members in the work of the Legislative Council has for the political advancement of the indigenous inhabitants, the Mission feels that at the present stage of political development of New Guinea their participation can only be educational and believes that the Administration may wish to consider the possibility of associating additional indigenous people with the work of this Council, and of sending indigenous observers to attend its meetings, thereby giving them some understanding regarding legislative procedures.

#### Advisory Councils

53. In seven districts of the Territory, District Advisory Councils have been established and a number of Town Advisory Councils have been instituted. On all of these non-statutory councils which have advisory functions on matters affecting the districts and towns respectively, only non-indigenous inhabitants are represented.

54. Mindful of the recommendation of the Trusteeship Council that indigenous members be appointed to the District and Town Advisory Councils, the Mission requested the Administrator at Port Moresby to state the Administration's policy concerning the question. It was informed that the Administering Authority does not consider that the interests of the indigenous inhabitants would be served by appointing them to District or Town Advisory Councils. These Councils are non-statutory bodies established by executive action to advise on matters mainly affecting the non-indigenous sections of the community. They are not in any way related to the Advisory Councils for Native Matters which are referred to in Sections 25 to 28 of the Papua and New Guinea Act 1949-1950. The Mission was also informed that the officers of the Department of District Services and Native Affairs attending meetings of these Councils afforded protection for the indigenous inhabitants.

55. The Mission also discussed this question with the Minister of Territories in Canberra and was informed that there was no policy against either the election or appointment of people of any race to the District or Town Advisory Councils, but the fact was that in most cases the only people skilled or interested in managing town or district affairs were Europeans. No one was excluded as a matter of policy and this had been made clear in the directions issued to the Administrator.

56. The Mission is of the opinion that it is very desirable that while recognizing the great gap that at present exists in political training between indigenous and non-indigenous sections of the population, there should be no rigid formalization of political institutions on a bi-racial basis, and was glad to hear that this was not the policy of the Administration. In this connexion the Mission finds it difficult to understand why, if it is possible to find indigenous inhabitants capable of serving in the Legislative Council of the Territory, an ordinance-making body, it should not be possible to find indigenous individuals capable of serving on local advisory bodies, if only, at the beginning, in the capacity of observers. It would seem worthy of consideration, as one aspect of long-range policy, whether the incorporation of indigenous representatives in political institutions is not more smoothly and satisfactorily achieved at an early stage rather than later as a more or less unavoidable concession to a sharpened conflict of interests between the two sections of the population. The Mission hopes that the Administering Authority will use its influence with the local European inhabitants involved who appear to be hostile to such a suggestion.

#### Cargo cults

57. The 1950 Visiting Mission noted certain indigenous movements in the Territory collectively termed the "cargo cult" due to the fact that frequently their central idea consisted of a belief in the imminent arrival of large stores of trade goods and food on ships sent by the spirits of ancestors. It drew special attention to one movement termed the Paliau movement, which derived its name from the leader who organized it. This movement while possessing certain features of the cargo cult had no mystical belief in the arrival of cargo, and was rather a new way of life blending political, economic and religious features in a cult under the supervision of Paliau, an indigenous inhabitant of Baluan Island. A description of both the Paliau movement and cargo cult may be found on pages 24-30 of the Report on the Administration of the Territory of New Guinea for 1950-1951.

58. After meeting Paliau at Lorengau in Manus District and making a special trip to the island of Baluan to visit the Native Village Council which has been established with Paliau as chairman, the Mission came to the conclusion that

undue apprehension had been aroused by the movement. Paliau stated that he had nothing in particular to say to the Mission, since it could see conditions on Baluan and hear what members of the Council themselves had to say. At Baluan the Mission saw one of the most orderly, progressive and prosperous communities that it encountered anywhere in the Territory. The Native Village Council of Baluan has now to a considerable extent absorbed the Paliau movement, which was responsible for bringing the traditionally unfriendly sea-faring and land-dwelling groups of the Manus people into friendly co-operative work, and its adherents were the people who pressed for the establishment of a Council which now, composed of these as well as many people not associated with the movement, has shown excellent results.

59. In the Madang District, where cult movements were noted in the 1950 Mission's Report, the Mission was informed by the District Commissioner that there was no longer any trace of the cult in the District. In a public meeting with the indigenous people at Saidor, a sub-district headquarters of the Madang district, the people told the Mission that "the troubles" of the past were now forgotten and that they were happy to co-operate not only among themselves but also with Administration officials. While in Port Moresby the Mission requested information concerning cargo cults in areas not visited by the Mission and was informed that there was nothing at present to indicate any active manifestation.

60. In conclusion the Mission would suggest that the handling of the Paliau movement might serve as an important precedent for the supervision of indigenous leaders and movements in the future. By giving constructive attention and assistance here, it directed and encouraged the aspirations of the indigenous people to the mutual benefit of both. The Mission regards the developments in Baluan as a happy example of the way in which action by the Administration can channel the progressive energies released by such popular movements. It is confident that the experience thus gained can well be drawn on dealing with future manifestations with similar characteristics.

#### Indigenous Courts

61. No indigenous judicial tribunals are recognized by the Administration as part of the judicial system of the Territory. Where village courts exist, they have no statutory authority but, in the interests of administrative

contacts and the encouragement of co-operation between the people and the Administration, decisions made by such village courts are recognized by the Administration. During previous sessions, the Trusteeship Council has made recommendations regarding the establishment of indigenous courts and urged the promulgation of legislation concerning them. The Administration states that it has not yet found it practicable to establish Native Village Courts, but that the subject is being pursued and the necessary legislative and administrative action will be taken as soon as it is possible to do so.

62. The Mission received no additional information concerning any plans which the Administration might have regarding the establishment of indigenous courts. It did gain some understanding, however, of how the existing judiciary functions when indigenous persons are being tried. Here, Ordinances and Laws are framed to give the members of the Court very wide powers to decide whether a charge should be made and what it should be. A member of the Court thus acts first as an enquiring Magistrate and then if he is satisfied that an offence has been committed, he conducts a formal trial before himself, not only in the role of prosecutor, but at times as defending counsel. It is also his duty to see that the person being tried, who may not be in a position to understand court procedure, gets a fair hearing. On enquiring about the unofficial village courts, the Mission learned from a District Magistrate that such a court consisted of the elders of the village who met, and were encouraged to do so, when minor disputes arose. If their opinion satisfied the individuals concerned, then it was accepted by the Administration. When an individual was dissatisfied with the decision of the elders, however, the dispute was handled through official judicial channels.

63. The Mission feels that statutory recognition of Village Courts throughout the Territory would be quite impossible with the many varying levels of development which now exist. However, it views such courts as the next step after the establishment of Native Village Council since there is nothing to prevent people who are conducting a village council satisfactorily from maintaining also their own court with specified statutory powers. The frequent recognition of decisions by courts which themselves are not recognized is in itself a tacit acknowledgment of their competence. It would be no major step

in certain advanced areas to give them statutory recognition. The Administration would still exercise the same control over them which it now has, for appeals from their decisions would automatically go to the Courts for Native Affairs, just as at present in the official judicial organization appeals may be made from courts of inferior jurisdiction to a higher court.

64. In one instance, the Tolai people in the Rabaul area indicated their interest in having their own courts by asking the Administration when it was going to implement the provision for Native Village Courts. They impressed the Mission as a particularly suitable group among whom indigenous courts with statutory authority might be established.

65. In making these observations, the Mission realizes that at first the people would need assistance similar to that given them in establishing Village Councils and co-operatives. This of course would entail at present additional administrative work. However, in the long run, it would result in lightening the general burden of the Administration. In the past, the direct control or supervision of many aspects of indigenous life has been a tremendous task in the Territory. As its general advancement proceeds, this will continue to increase. Therefore, the indigenous peoples themselves should be given every opportunity to assume increasing responsibilities.

CHAPTER III  
ECONOMIC ADVANCEMENT

General

66. Economic activity in the Territory is predominantly agricultural. The principal industries are the production of copra and cocoa, and mining and forestry. The value of exports produced by these industries amounted to £5,592,238 and the value of all other exports amounted to £231,180 during the year ending 30 June 1952. There are no major secondary industries. Dried coconut is processed on a small scale, coconut oil is extracted, and some household and office furniture is manufactured for local needs. Apart from locally grown crops, which are consumed largely by the indigenous inhabitants, the Territory is dependent upon external sources of supply for manufactured goods and foodstuffs. The indigenous population is engaged mainly in subsistence agriculture, the production of some crops for export and as labourers in non-indigenous enterprises. Merchandising, shipping and air services, mining, lumbering and most commercial agriculture are largely controlled by Europeans.

67. The economy of the indigenous people is primarily subsistence agriculture, based on shifting-garden cultivation of fruits and vegetables. The crops grown vary according to environment and altitude; they include yams, taro, sweet potatoes, coconuts, paw-paws, maize, sugar cane, cassava, beans, peanuts, rice, cucurbits and tobacco. In many localities the indigenous method of cultivation consists of clearing and burning an area of jungle. In some cases the soil may be carefully prepared, but in others it is not. After harvesting, a second crop is rarely planted although fruits may continue to be harvested from trees which have been planted until the rapidly growing jungle submerges them. The plot is then allowed to lie fallow for a period of up to ten years or more while cultivation goes on elsewhere. Exceptions to this procedure occur in some localities where soil fertility is high and the same garden area may be kept in productive cultivation for three to six years or longer.

68. In the neighbourhood of European plantations, in areas such as New Britain, New Ireland, Manus, Bougainville, and the District of Madang, some of the indigenous people have established coconut plantations and cacao groves of their own. It is estimated by the Administration that indigenous growers produced in 1951-52 about 10,000 tons or about 15 per cent of the total copra export of the Territory. No estimates are available of the total acreage cultivated by indigenous people, nor of the total volume of their production.

69. The Administration, through its Department of Agriculture, Stock and Fisheries is attempting to improve indigenous agriculture by various types of experimental work designed to improve agriculture generally, and it is studying the possibility of introducing new crops as well as better utilization of the available land. Agricultural experiment stations are located at Aiyura, Kerevat and the Experimental Tea Plantation at Garaina. The principal activities at Aiyura concern cinchona, coffee, and tea, and those at Kerevat, cocoa and manila hemp. Some experimental work is also carried out at district agricultural stations at Bainyik (Sepik District), Madang, and Bubia (Morobe District). These test native crops and techniques under local conditions. At Madang trials are being made with rice, peanuts, coffee, cocoa, fibres and food crops, and at Bubia experimental work is being conducted on fibres, rice and cocoa. The main purpose of the district stations is to provide a base from which extension officers can carry out their work and to serve as demonstration areas for the districts. Similar services are provided by the stations at Kerevat and Aiyura for their respective districts. Extension officers are introducing new or better varieties of existing crops to indigenous growers and encouraging them to use improved methods of agriculture. In order to demonstrate the value of cash crops and encourage their adoption, projects are being supervised for cocoa growing in the Gazelle Peninsula and for rice growing and milling at Amele near Madang and at Dagua near Wewak. The Mission visited agricultural stations at Kerevat, Buka, Lorengau, Garoka and Aiyura and was greatly impressed with the work that is being done at some of them. It observed that among some indigenous people there was a definite desire to improve their agriculture and that some signs of improvement were



already noticeable. In a few places cacao production was being accelerated by expanding plantings by both European and indigenous growers. Other new export crops appeared to be still in an experimental stage. While it is still too early to determine how effectively these attempts to improve agriculture will be, the Mission believes that it would be unrealistic to assume that too great improvements can be expected in the near future.

70. Agriculture in the Highlands Districts will be capable of a quite different development from that elsewhere in the Territory. Many crops which cannot be grown successfully in the lowlands are possible here, particularly the temperate crops which are important nutritionally. The main disadvantage in regard to commercial crops is the isolation of the region and the present dependence on air communications. Nevertheless the Mission was impressed by the potentialities of the Highlands for the cultivation of cinchona, tea, coffee and other crops. In encouraging such agriculture, however, it will be necessary to pay close attention to the land requirements of the indigenous population, since the density of population in these upland areas is already high and may increase with improved medical facilities. The Mission feels there are special opportunities in the Central Highlands for a comparatively rapid and smooth transition from the traditional agricultural systems and procedures to a modern complex combining both food and commercial crops and livestock, as well as for the establishment, under guidance, of an indigenous money economy without necessarily waiting for the stimulation that is derived from the introduction of European private enterprise.

71. The major commercial agricultural activity of the Territory is in the hands of Europeans who are estimated to have about 400 plantations and are engaged chiefly in the production of copra and, to a lesser degree, cacao. Their plantations are located mainly in the island districts and near Madang on the mainland. They produced approximately 85 per cent of the 63,000 tons of copra exports in 1951-1952. In addition to these two crops, planters are showing interest in the growing of coffee, tea, kenaf, sisal and manila hemp. Many European plantations which in a majority of cases are nearing the end of their productive life have not been substantially extended in recent

times, and during its visit to the Territory the Mission saw a number which had not been cleared and restored to normal productivity. It visited the Mililat plantation near Madang, the Ndrova plantation in Manus District, and the Wau Coffee Plantation in Norobe District.

72. The Administration, aiming to introduce animal husbandry to the indigenous farming system in order to provide a source of protein in the people's diets and to improve their methods of land use, is carrying on a livestock programme which includes experimental work, the propagation and distribution of stock, the promotion and development of animal industries, and animal health. In order to observe this work the Mission visited various livestock centres at Nondugl, Garoka and the Baiyer River. At Nondugl the Hallstrom Livestock and Fauna Trust is experimenting with Romney Marsh sheep and crosses between them and Asiatic sheep and reports excellent progress in its work. The Animal Industry Farm at Goroka has been established to investigate and demonstrate methods of a permanent agriculture suited to the Highlands District, incorporating the use of livestock, rather than the importation of chemical manures. The Central Highlands Livestock Station, consisting of 15,000 acres of land located at Baiyer River near Mt. Hagen, is engaged mainly in breeding beef cattle for distribution in the Highlands Districts and establishing foundation herds of zebu hybrids for coastal areas.

73. Gold production is the chief mining activity in the Territory. Exports of gold in 1952, valued at £1,707,401, were derived principally from the Morobe goldfield. Minor amounts of silver, osmiridium and platinum were also produced. Gold is produced largely through dredging and alluvial mining. The enterprise is chiefly conducted by Europeans. In 1952 these included eight companies and nineteen individuals. In a number of places, however, indigenous miners, using mining dishes, sluicing boxes and hand tools, produce small amounts but they only work intermittently. No new discoveries of commercially valuable gold deposits have been made and it is believed that the present mining areas will be exhausted in the near future.

74. Forests cover more than 70 per cent of the total area of the Territory, but its topography has prevented effective utilization of timber resources. The lowland regions contain the greater proportion of the readily available timber for milling. With the exception of the Bulolo Valley, the timber in the mid-mountain areas where the greatest forest potential exists is difficult of access. The timber industry first satisfies local needs for sawn and log timber and only after these have been met is consideration given to the export trade. In 1952 it produced exports in log and sawn timber valued at £126,971. The majority of forest lands are indigenously owned and before timber can be disposed of, the land or timber rights must be acquired by the Administration. District Commissioners responsible for this must ascertain that such acquisitions are not detrimental to the interests of indigenous owners before proceeding with any purchases. The Department of Forests is responsible for the administration of the Forestry Ordinance which provides for: a system of permits and licences to control the activities of the timber industry, the establishment of timber reserves, and the control of exports and the management of the forest resources generally. One of its duties is to ensure the orderly development of the timber industry on sound forestry lines together with the reforestation, to the satisfaction of the Department, of all areas cut. It maintains nurseries both for research and the provision of material for reforestation and afforestation. One of the major lumbering activities in the Territory is being operated by the Commonwealth-New Guinea Timbers Limited, a joint public company formed by agreement between the Commonwealth of Australia and the Bulolo Gold Dredging Limited. The Company was established in the Bulolo Valley to engage in lumbering and the marketing of timber and timber products. When the Mission visited Bulolo it inspected the sawmill and the factory which was being constructed to manufacture plywood. It was informed that production of plywood would begin by the end of the year or soon after. The Mission also visited the sawmill and Forestry Station located at Kerevat in New Britain. Here trial plantings of teak, kamarere and balsa were observed. These were developing so satisfactorily that plans had been made to reforest from 100 to 150 acres of land each year. At the sawmill it noted that all work was performed by indigenous workers under the supervision of one European.

75. Fishing furnishes the indigenous people with an important source of food. Most fishing is on a subsistence basis, but some trading in smoked fish takes place between the coastal and the inland people. Some communities gather trochus shell for export. The value of trochus exports in 1952 amounted to £44,294. The Fisheries Division of the Department of Agriculture, Stock and Fisheries is of minor importance at present. When it is fully established the Chief of the Division will be required to advise the Administration on policy and to organize and establish the Division, covering both sea and inland fisheries, particularly in relation to the indigenous people.

76. The Mission, realizing the importance of the development of indigenous and European agriculture for the economic advancement of the Trust Territory, requested the Administrator at Port Moresby to inform it concerning any plans which the Administration may be applying to the Territory. The Mission was informed that the Administration wished: (a) to improve the agricultural methods followed by the indigenous population in the Territory, in order to increase the total volume of production and raise the nutritional level of the people; (b) to increase the production of certain commodities (e.g. rice, meat, dairy products and certain fresh fruits and vegetables) which are at present imported into the Territory; and (c) to increase the production of certain commodities for export (e.g. copra, rubber, cocoa, coffee, tea, sisal, manila hemp, kenaf and peanuts).

It was further explained that this programme would involve:

- (a) making land available for new settlement in accessible areas;
- (b) construction of roads to the land made available;
- (c) encouragement of capital investment in agricultural industries;
- (d) provision of technical agricultural advice to farmers;
- (e) teaching native agriculturalists the value of new crops and varieties, and improved methods;
- (f) provision on easy terms of simple tools and equipment to native agriculturalists;
- (g) intensification of research and investigation work by the Department of Agriculture; and
- (h) the increase in the staff of the Department of Agriculture to enable items (d) to (g) to be carried out.

77. In this connexion, the Administration noted that it was impossible at present to give quantitative estimates of changes aimed at in the level of production of native foods which consist chiefly of yams, sweet potatoes, taro, coconuts and bananas, or in the present food consumption level, since statistics of present over-all production for consumption are not available. Targets had been set, however, for internal production of the main imported foods, meat and rice, with an objective of 10,000,000 lbs. of meat and 15,000 tons of rice per annum. This was to be achieved as soon as possible but no target periods had been specified. A programme of indigenous rice growing in the Madang and Sepik Districts aimed at a total production of 4,200 tons per annum by 1958.

Increases in the production of the main **export** crops which have been planned, along with actual export figures of the past year, are as follows:

	<u>Exports in tons</u> <u>1951/52</u>	<u>Export forecast in tons</u> <u>1957/58</u>
Copra	79,847	90,000
Rubber	2,847	7,000
Cocoa	475	3,000
Coffee	35	400

78. Since these figures apply to the two territories, of Papua and New Guinea it is not quite clear to what extent they will apply to the Trust Territory. For example, in the figures given in the preceding table, rubber comes from Papua and therefore increased production will probably occur there exclusively. Coffee and cocoa originate in New Guinea, indicating that increased production of these will probably occur in the Territory. Copra increases no doubt will occur in both, since in the total export figures given for the past year, 62,364 tons came from New Guinea and the remainder from Papua. Since at present the Territory produces the major part of the crops noted above, it presumably will also contribute the major part of the increases which are contemplated.

79. When discussing the problem of long-range economic development of New Guinea at Canberra, the Minister of Territories made the following statement:

"We consider that we need to know more about the Territory before we can formulate such a plan. Our overall problem is concerned, on the one hand, with our obligations to the native peoples, and, on the other hand, with the ambitions that Europeans may have for development. We have to hold a balance between the two. We must develop the resources of the Territory in order to sustain the social services that are needed and in order to build up the sort of community in which the native peoples can take their place. Before we can do very much we must ascertain some basic facts. At present we are making a register of the ownership of native lands. Such action is necessary before we can proceed with extensive land settlement. We also need to know more about the resources of the Territory. This month, after a good deal of pressure on the part of my Department, we have concluded arrangements with the Commonwealth Scientific and Industrial Research Organisation to carry out a resources survey in New Guinea. My Department has been pressing for that survey to be made for two or three years. When we are informed of the results of that survey and the work of officers of my Department we will be able to examine the matters more clearly. We have also had visiting experts in New Guinea reporting on such subjects as the growing of cocoa, tea, rubber and fibres. In the meantime, we are more or less nibbling at development."

80. It was also stated at Canberra that not much development could take place without capital and that the Department of Territories is endeavouring to arrange for the introduction of such capital. It was stated that "capital will flow in only where opportunities have arisen for its use. We cannot direct capital into a particular area, but we can encourage its introduction once interest is manifested in any particular region. It is the policy of the Government to provide public works and other facilities to enable private enterprise to introduce its capital, establish projects and develop the country. We are encouraging development in areas that are suitable for development and are readily accessible to the main forms of transport, mostly sea transport." It was added that the main role of the Government would be to provide public works.

81. In regard to the possibility of establishing long-range development schemes, the Mission was informed by the Department of Territories that with regard to New Guinea, it was impossible to develop, at the moment, a long term plan for its economic development, and that apart from the difficulty caused by the lack of knowledge of the resources of the Territory and the backwardness of the indigenous inhabitants, one could not forecast what financial provisions could be made over a period of twenty to twenty-five years. "We prefer to state

our long term objectives and then, within those objectives, develop plans as we go and as information and resources become available. So long as we keep heading towards the fulfilment of our long term objectives, and produce a series of plans that can be implemented in reasonable time, we are satisfied. We think that that is the most that can be done."

82. The Mission, in giving its opinion on the economic advancement of the Territory of New Guinea, must, from the very outset, state that, although the level reached thus far is extremely low, geographic and historical factors are to a very large degree responsible for the present situation. It also wishes to stress that the destruction brought by war and the need to rebuild after the war have greatly retarded development. The Mission gained the impression, however, that the Administration is now beginning in earnest to initiate the improvement of indigenous economy and believes that an impressive start has been made with the establishment and expansion of agricultural experimental stations. Although realizing that the effect of these stations upon the native economy is thus far slight, the Mission believes that, if vigorously supported, particularly by an increase in the trained personnel, their influence and effectiveness will grow.

83. It appears to the Mission that it is essential to the economic development of the Territory that its natural resources are properly known and assessed and it believes therefore that all possible steps should be taken to secure the necessary surveys. There is as yet no comprehensive geological nor soil survey of the Territory and the present survey staff assigned to the tasks of surveying is much too small to accomplish anything tangible within decades. Knowledge is lacking of the agricultural potential of the Territory and of what can be grown successfully in the different regions with such widely varying climates and soil conditions. The Mission was glad to learn that both the Department of Territories in Canberra and the Administrator in Port Moresby were aware of the need for surveys and therefore expresses the hope that a concerted effort be undertaken in this regard.

84. The Mission also gained the impression that the experimental stations were not fully enough equipped and manned to supervise the agricultural activities of the indigenous population and to teach them in their own plantations proper methods of cultivation as well as the techniques of soil conservation and soil improvement. This will require a staff sufficiently trained and numerous enough to carry on field work in the villages, work which would support and be complementary to the experimental work being done at the agricultural stations. The introduction of new crops will require more than the distribution of plants to growers; it will require periodic inspections and supervision by specialists, in order to ensure success or to determine causes of failure. Such guidance and assistance on any appreciable scale will require a much larger staff of agricultural officers than now exists. In this connexion the Mission believes that agricultural advancement might be greatly stimulated by the introduction of agricultural pilot schemes on a scale sufficient to allow the results of agricultural research to be tested in their economic application.

85. In this connexion, it should be noted that progress in the diversification and commercialization of indigenous agriculture must inevitably be slow. Over the greater part of the Territory the indigenous cultivator is, by modern standards, agriculturally uneducated and technologically primitive; over large areas the climate-soil complex is unfavourable for the production of a wide range of crops. One of the most serious deficiencies in indigenous diet appears to be in animal proteins, but the introduction of livestock into the indigenous agricultural system may involve technical changes which would constitute an agricultural revolution - in other communities it has usually meant the cultivation of fodder crops, the introduction of a rotation procedure, the fencing of fields, and hence the adoption of permanent field agriculture in place of shifting agriculture. These changes present very difficult agricultural problems in the New Guinea environment and, with serious problems of soil leaching and erosion, constitute some of the main reasons for the Mission's earlier observation that, lacking modern technological equipment and knowledge, the present indigenous system of land use may well be the most efficient possible in these environmental conditions. Indeed, there are



grounds for doubt whether even the fullest application of modern technology could, in many areas, make possible a well-rounded foodcrop-and-livestock system on any reasonable basis of costs. Even if this were so, it is obvious that the expenditures necessary to bring about such agricultural changes are quite beyond the capacity of the indigenous population. The Mission is of the opinion that in the development and improvement of indigenous non-plantation agriculture the widest possible dissemination of agricultural education is necessary.

86. The fundamental problem for the economic advancement of New Guinea, is, however, the need for the initiation of plans for the gradual and systematic development of the existing resources. The Mission is fully aware that any meaningful development will require financial assistance which it may be difficult to secure either privately or publicly, but believes that long-range planning within whatever financial resources may be available should speedily be undertaken. Considering the tremendous task of economic development which lies ahead, the Mission cannot conceive of any meaningful development of the Territory except by a carefully drawn up plan based on the present knowledge of available resources. In making this statement, it is aware that future research may make necessary modifications in the plan as the exploitation of new resources becomes possible. But due to the enormity of the task of advancing the indigenous population above a subsistence economy level and enabling them to contribute effectively to the maintenance of adequate social and educational services, it would appear unrealistic to leave the improvement of their productive capacity to anything less than well considered plans.

87. While in the Territory the Mission heard various comments concerning the question of additional European settlement as a stimulus to the economic advancement of the indigenous population. On this topic the Minister of Territories made the following statement to the Mission:

"We believe that there must be an increase in European settlement because that is the only way to get a development of the resources of the Territory. Further, without the presence and example of European settlers there will be no native participation. It is a question of farming by example and instruction and showing the natives how the resources of the Territory can be used. Therefore, as I have said, we regard European settlement as essential. We believe that the rapidity of settlement must

be controlled through the management of the land. In Australia, where there are not large numbers of people in possession of substantial capital, we believe also that a desirable type of settlement will not be obtained in the Territory unless the Government gives some assistance to the settlers. We believe that in the best type of settlement, the property is worked by a European and his family living on it. We do not believe that the large plantation system with managers will produce the best results. That leads us to the thought that we must consider the possibility of aiding settlement by financial advances, either through the banking institutions or by direct government arrangement. The sort of crops that we have in mind mainly are cocoa and coffee which are suitable for individual settlers and, possibly, fibres. The large plantation crops seem to require a big developmental company, but our thoughts are along the lines of sponsoring and assisting settlement by selected settlers so that settlement will be a gradual process controlled through our land policy."

88. The Mission believes that this problem of European settlement presents to the Administration a very real problem. On the one hand it is pursuing a policy of prohibiting alienation of indigenous land but on the other it is realizing that only non-indigenous people are likely to have the capital and the skills which are needed for the development of the Territory at this particular time. A sound decision by the Administration on this important question is likely to determine to no small degree the economic future of the Territory.

#### Land

89. The policy of the Administration in regard to indigenously owned land is that it may be sold or leased only to the Administration. Before any land is alienated, however, an investigation is made by the Department of District Services and Native Affairs to determine who the owners are, if they wish to dispose of the land, and whether it can be alienated without detriment to the present and future interests of the people concerned. At present out of a total of 93,000 square miles, less than 2 per cent has been alienated.

90. Throughout the Territory alienation of land has increased from 915,804 acres in 1950 to 1,013,683 acres in 1952. Since leaseholdings in this two-year period have only increased from 160,573 to 175,817 acres and land held by the Administration has increased from 209,240 to 291,875 acres, most of the land recently alienated has been retained by the Government.

91. The Administration regards all unalienated land as Native-owned land. In the past two years it has introduced two measures in support of this principle. The first has been the setting up of the Titles Commission Branch for the compilation of new Registers and official records relating to land, mining and forestry, in place of those lost or destroyed during the recent war. The second has been the establishment of the Native Land Commission to determine what is rightful and hereditary property of Natives or Native communities by Native customary right and by whom the land is owned. A claimant may apply to the Commission to have his land dealt with under the provisions of the Native Land Registration Ordinance. Whenever practicable the Commission is required to conduct its inquiry on the site of the land under consideration. In those cases where there is determined to be no indigenous rights, the Commission may declare such land to be waste or vacant land. This may be declared to be Administration land and it then becomes available for alienation in leasehold.

92. The Mission was informed by the Administrator that in order to implement the Native Land Registration Ordinance 1952 a Chief Commissioner had been appointed on 15 July 1952 and a Land Commissioner on 21 October 1952. The latter took up duty at Rabaul in November and his work is confined at present to the Gazelle Peninsula of New Britain. His first duty was to explain to land owners the object of the Ordinance, then to inquire into the system of land tenure among the Tolai people. These with a matrilineal society showed a desire and a tendency to change to patrilineal inheritance due to the development of individual holdings of copra and cocoa.

93. At Canberra, during its discussion of the Administration's land policy, the Mission was informed that due to the loss of nearly all land records during the last war, work on the restoration of titles had proceeded very slowly. However, improvements in the administrative services and a recent reorganization of the Lands Department were considered to be the first step towards the solution of this problem.

94. In the Rabaul area the Mission learned that twenty-five to thirty persons were now preparing claims to present to the Commission. However, it was estimated that from the 7,000 male Tolai people probably 4,000 or 5,000 claims might be expected, but the Commissioner could only dispose of about 100 of these per year. It was believed that in order to deal with the claims that would be presented for registration, a great expansion of the Land Commission would be necessary. As the indigenous people in other areas became aware of the Commission's work, the Mission foresees an increasing demand for registration of their land. In the past for various reasons they have shown great attachment for the land and have been described as regarding themselves not as owners but as trustees for their descendants, behaving almost as though they were owned by the land itself. The current developments in indigenous production of cash crops can scarcely fail to strengthen their existing strong regard for their land.

95. The Mission noted that the indigenous people, at least those whose contact with Europeans extends over a considerable period, in general showed no desire to dispose of their land. On the contrary they sometimes wanted to repossess land which had been alienated. In the Mabaul area the land councillor was encouraging Village Councils to do this, and one in fact had purchased 100 hectares from a European planter. In Manus the desire was expressed to purchase developed plantations in areas adjacent to villages through governmental assistance. In Madang the alienation of land in German times was noted by indigenous speakers and assurance was requested that the law would continue to be enforced, preventing any alienation in the future. Such incidents indicate that in the more advanced areas the indigenous people will actively share with the Administration in the task of safeguarding their interests where land is concerned.

96. Both the Titles Branch Commission and the Native Land Commission have been established too recently for the Mission to draw any conclusions regarding their activities.

97. The Mission was especially interested in learning the degree to which alienation had occurred in the various districts of the Territory, and it requested a map indicating such areas. The Administration noted that it would not be possible within the available time to complete maps with this information but that these were being prepared and would be forwarded to the Mission.<sup>1/</sup>

In reply to an enquiry concerning the amount of land available for non-indigenous settlement, it was informed that no precise estimate had been made of such land. It made enquiries in various districts, particularly in those where the indigenous people displayed any apprehension concerning their land, to determine if any hardships had arisen due to land alienation. It found no evidence to support this in any instances which came to its attention.

In the Eastern Highlands District it learned that the amount of land alienated in the past year had greatly increased, but that much of the land being offered was in small plots not suitable for large plantations. Total land applications throughout the District including Mission settlements exceeded 260 of which all except twenty-five had been finalized. The average price paid by the Administration for virgin land was £2/5/- per hectare and the average holding alienated was a little more than sixty acres.

98. The Mission is aware of the balance that must be maintained between indigenous and non-indigenous enterprise in the Territory where frequently the latter may be essential in the development of the other. However, it feels that continued caution must be exercised in determining where land may be made available to foreign settlement, particularly in the Highland areas where the heaviest concentrations of population occur. Here there appears to be no general depopulating tendencies such as frequently occur in areas where contact with European culture introduces rapid changes in the indigenous culture. On the contrary administrative officers, from rough checks in various places, believed that the population was increasing, and it was pointed out that improvements in sanitation and the abandoning of certain customs would probably further accelerate this increase.

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<sup>1/</sup> These were not available at the time the Mission prepared its report.

### Co-operative Societies

99. In the field of indigenous economic activities, the Mission was most impressed by the work of the co-operative societies. It feels that this rapidly-growing movement is a concrete illustration of the people's ability and desire to accept important responsibilities concerning their own welfare and to participate directly in the economic development of the Territory. Before the war, with no skilled guidance, their efforts in this direction were not particularly successful. In 1947, however, the Administration set up a special Co-operative Section under the Director of District Services and Native Affairs. Officers with special training were obtained to form the nucleus of a Co-operative Section which has grown to some fifty persons now actively engaged in New Britain, New Ireland, Bougainville and Madang.

100. The main spheres of co-operative activity are production, consumption, and the provision of services. Producer-co-operatives are commonly linked with a consumer outlet and are generally concerned with the operation of indigenously owned coconut groves. The significance of their contribution to the economy of the Territory and the success of the movement as a whole may be gauged from the fact that already their present turnover exceeds a value of more than a quarter of a million pounds annually.

101. Some idea of the continuing development of co-operatives may be gained from a comparison of their growth in two Districts from June 1952 until February 1953. In Bougainville, the number of societies increased from eleven to fourteen, and in New Ireland from eighteen to twenty-one. In the former district membership increased from 2,859 to 3,000 and in the latter, from 8,772 to 10,891.

102. Members of the various co-operatives finance their activities by buying shares in the societies. Large memberships give them considerable funds and permit them to engage in projects which otherwise would be impossible. In Bougainville, for example, the co-operatives have formed a Wholesale Association to buy and sell copra and trade goods. They now own a 15-ton vessel to collect produce and carry items of trade to the various stores. The twenty-one societies similarly associated in New Ireland possess two 5-ton trucks and a 44-foot vessel. To handle their increasing volume of business, they have also ordered a third truck and two 30-foot auxiliary vessels.

103. The encouragement which co-operatives are giving indigenous production is quite marked. Administrative officers in Bougainville estimated that since the establishment of the co-operatives their copra production has increased from twenty tons per month to between seventy-five and eighty tons at present. They also noted that the people are planting new groves. In New Ireland, no production figures are available, but where the copra sales of co-operatives amounted to only £14,000 in the year ending 30 June 1952, they increased to over £70,000 in the period between 22 January 1952 and 31 January 1953.

104. The figures given in the preceding paragraphs indicate the indigenous peoples' interest and enthusiasm for co-operatives. The Mission saw additional evidence of this in the stores and other buildings they had constructed to house their activities and it heard from the people themselves regarding their feelings. At Kavieng, the Chairman of the New Ireland Native Societies Association expressed their pleasure in the co-operatives they were now conducting, and also their appreciation of the aid from the Administration which had made this possible. The Chairman of the New Hanover Native Society had only two subjects which he considered important enough to discuss with the Mission, co-operatives and schools; he felt they should be linked together. Also at Lorengau, a speaker included co-operatives along with education and Village Councils as the chief objectives of the people. The speaker who followed him confirmed this and added that the people wanted to get ahead through their own efforts with guidance from the Administration.

105. One of the chief problems in establishing co-operatives has been, and continues to be, a lack of indigenous people able to do the simple bookkeeping which is necessary for conducting the societies' affairs. A producer co-operative for the purchase of copra is much easier to manage than a retail store where the accounts of purchases and sales involves a more complicated system. The people frequently are anxious to have a co-operative before any of their potential members are capable of managing it. Training programmes, however, have been established where students receive the basic instruction at training centres and advanced training at the headquarters of the Co-operative Section. The Administration notes that the response to this programme and the enthusiasm of the people have been amply demonstrated by their willingness to submerge tribal differences and to combine efforts in constructing the buildings at training centres.

106. In its discussions with various administrative officers, the Mission learned of plans to continue the extension of co-operatives in various areas as soon as their economic potential was determined, officers were available for the work, and indigenous clerks could be trained. The Namatani Sub-District in New Ireland, where no co-operatives now exist, and the Bogia and Saidor Sub-Districts in Madang were among the areas specifically under consideration. At Saidor on the Rai coast, it was pointed out that co-operatives would aid in unifying the many scattered villages and also stimulate surplus production. South of Saidor, a society for the production of copra was envisaged, and to the north, another one was planned for growing peanuts and vegetables. This and the posting of additional officers to the Co-operative Section of the Public Service indicates that the Administration is fully aware of the value of the co-operative movement. The Mission hopes that it will continue this support in every way possible, for it is convinced that co-operatives are an important means not only for the improvement of the indigenous economy and the economy of the Territory in general, but will contribute immeasurably to the social and educational advancement of the people concerned.

#### Public Finance, Taxation, Fiscal Policy

107. At present, the greater part of the Territory's revenue is derived from a direct grant from the Government of the Commonwealth of Australia. In the year ending 30 June 1952, this amounted to £3,126,059 whereas in the same period internal revenue consisted of only £1,486,375. Of this sum £1,000,248 was derived from customs and the remainder from various duties, fees and royalties. No direct income, business or head tax is levied in the Territory except those taxes which members of Native Village Councils raised for their own purposes.

108. With the concern in mind which the Trusteeship Council has expressed regarding the fiscal system of the Territory at each of its previous sessions, the Mission requested information on the two committees of enquiry which were formed to assist in the examination of the fiscal policy of the Territory. It learned that the Committee investigating the economic structure of the Territory had not yet submitted a report summarizing its views. The report of the Papua and New Guinea Customs Inquiry Committee, however, was completed and a copy was delivered to the Mission.



109. The Committee's terms of reference were: "To enquire and report on future customs policy in the Territory of Papua and New Guinea". The Committee found this enquiry considerably limited due to the dependence of the Territory on import and export duties for its internal revenue. In this connexion it noted that:

"If policy questions are limited to such re-arrangements of duties within the existing structure, decisions as to what changes should be made from time to time are well within the competence of the Territory's Tariff Advisory Committee. Anything which goes beyond simple re-arrangement of duties within something like the present tariff at once poses revenue problems. Reduction or elimination of export duties, for instance, would leave a large revenue gap. It could be made up by increased Commonwealth grant, or by the introduction of new taxes not at present imposed in the Territory. In short, full examination of questions of tariff policy requires examination of the whole system of public finance in the Territory. It would be of little value to propose major changes in tariff policy in total disregard of the consequences for revenue and the practical problems of securing alternative sources. On the other hand, a complete review of the Territory's finances was far beyond our terms of reference, although it appears to be very much needed. We have tried, therefore, to draw attention on the relation of possible tariff changes to the rest of the financial structure, without becoming involved in such a review."

110. The Committee concluded its reports as follows:

"142. Broadly, our main conclusion is that, subject to paragraph below, there should for the present be no fundamental change in the tariff policy of the Territory. But this is accompanied by two qualifications which would point to re-examination of the issue in say, three to five years' time.

"143. First, when the question of definitive instead of provisional application of G.A.T.T.\* or of some alternative agreement arises, Australia should make its adherence conditional upon freedom to make special tariff provisions to aid dependent Territories - especially by one-sided preference by Australia to New Guinea products - and should, in any future bindings of duty, specially consider the problems of New Guinea.

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\* "General Agreement on Tariffs and Trade"

"144. Second, there should be a comprehensive examination of the whole financial system of the Territory, of which the tariff is only part. So far as the question of tariff policy is concerned, the case for such an examination is the dominance of revenue considerations in present tariff making.

"145. The New Guinea tariff is no longer a tariff based purely on revenue considerations. Quite properly, other principles are now being given a place in determining the distribution of duties. This is illustrated by the recent exemption of food and clothing, by various concessions to developmental and agricultural equipment and so on. But revenue still dictates the total amount of duties. Hence the Tariff Advisory Committee and the Treasurer must examine any proposals for duty concessions against the increases in other duties which are necessarily implied. Escape from this position means finding other sources of revenue, and until it is attained, it is only within narrow limits that tariff policy can be re-cast.

"146. Within the present framework we make the following comments -

"(1) the principle of export duties on the Territory's chief exports is open to serious criticism. In the main - until recently dessicated coconut was an exception - the products subject to duty are admitted free to Australia which is the only or chief market except for copra and gold. It may be that rubber and copra are admitted free to Australia from any source as a means of ensuring supplies of the raw materials. Nevertheless, this is a form of preference to two important Territory products, but the Territory Administration cancels the preference by levying an export duty. This results in no encouragement to Territory industry but is, in effect, a concealed transfer from Australian customs revenue to Papua and New Guinea export duty revenue.

"There is also a wider aspect of the matter. Exports are vital to New Guinea where so much, even of what is needed for native economic development and welfare, must be imported and therefore paid for, if not by exports then by Commonwealth grant. Export duties are a direct levy on industries of prime importance, and levies which, except insofar as they vary with selling prices, have no relation to the net return to individual growers. It is anomalous that industries of a type which economic development requires should be encouraged should in fact be subject to such imposts.

"Export taxes seem singularly ill-adapted to the case of New Guinea, and we recommend that they should be abolished as soon as revenue considerations permit.

"(ii) The present distribution of duties throws a relative burden on agricultural and development equipment generally. While we were in the Territory, certain concessions were under discussion by the Administration - at the cost of increases in other duties. Exemptions are difficult because of revenue considerations but

such equipment, all of which must be imported is so immediately essential to the Territory's development that we think all possible lightening or remission of such duties should be explored."

111. During its discussion with the Minister for Territories, the Mission learned that the Committee's recommendation stating that New Guinea should have its separate customs had been accepted and that therefore the present system of separating New Guinea customs from Australian customs would be continued. Regarding taxation, the Minister further stated that the Administration did not yet know enough about the basic structure of revenue in New Guinea, that the economic structure was mixed, varying from village subsistence production units to trading and exporting industries. Basic information was lacking for a scientific approach to the matter of taxation. A statistical officer had been appointed to obtain fundamental information on this, but he had not yet taken up his duties.

112. From the brief survey of finances given here, two points would seem to emerge: (a) the Territory is depending heavily on annual grants from the Commonwealth, and (b) its internal revenue is largely made up of customs duties. In the latter case, any reduction in one category under the present system demands an increase in one or more others, if the Territory is not to suffer a loss in revenue. The only alternatives to this, as the Customs Inquiry Committee points out, are the introduction of new taxes not at present imposed in the Territory or an increase in the Commonwealth grant. In such circumstances, the Mission attaches considerable importance to the Committee's second general conclusion, namely that "there should be a comprehensive examination of the whole financial system of the Territory, of which the tariff is only part". Concerning this question, it recalls that the Trusteeship Council has for some time made the same recommendation.

113. The Mission is of the opinion that no important means of increasing revenue will be found by any internal adjustments in customs tariffs or in any of the other indirect taxes now levied. Even the imposition of direct taxes may fall short of a solution of the Territory's financial problems. These, based on an individual's capacity to pay, would be impracticable over much of the Territory at present, where many of the indigenous people have no money income, and little could be expected from the low income of those who work for employment

or produce cash crops. Nor could the few Europeans at present in the Territory make a major contribution in direct revenue. The Territory's revenue is inadequate and will remain so until further economic development furnishes new sources of revenue both among indigenous and non-indigenous inhabitants.

### Transportation

114. Shipping and air services provide the main methods of communication throughout the Territory. Regular shipping services are maintained between various ports and Australia, and vessels engaged in trade between Australia and the Orient stop for Cargo when it is offered. Coastal and inter-island shipping services are furnished by a Government-owned line and by small vessels owned and operated by private enterprise. Scheduled air lines and charter flights provide a network of air transport in the Territory, and air services are maintained with Australia.

115. In 1952 there were 2,346 miles of vehicular roads and 20,457 miles of bridle-paths. Owing to the nature of the terrain roads have been largely confined to the principal towns with villages and hamlets connected chiefly by paths and bridle-paths. Now, however, various roads are being built from the coast to the interior and in other areas where none exist. Expenditures on roads and bridges in 1951-1952 totaled £397,359. In many areas road construction is difficult and expensive. The Administration, for example, notes that since 1946 a total of £601,641 has been spent on the 90 mile road between Labu and Wau, and it estimates that the annual maintenance cost per mile of this road is £800. In order to link this road with Lae, approval has been given for the construction of a bridge across the Markham River at a cost of £178,000.

116. The Mission was informed that roads in the Sepik District are to link Dagua and Maprik with Wewak and that eventually a motor road is to be built between Vanimo and Wewak. In Madang the road programme now under way includes a coastal road north to Bogia, and another road linking the administrative center with Amele and beyond to Dumpu in the Highlands, a distance of 86 miles. Jeep traffic is already possible for a distance of 28 miles and for two-thirds of its length the road has been cleared. The importance of the building of such roads was stressed by administrative officers who noted that the indigenous people were able and willing to cooperate in the construction work. It was pointed out that the road

from Madang to Bogia, for example, would open up the whole of that section of the District inhabited by approximately 48,000 people. All were keenly interested in rice and other cash crops, whose proper development depended on the provision of road transport. In fact the whole future of the people's economic development in these two areas was described as dependent on the two roads now under construction. With the addition of 171 miles in the past twelve months a total of 353 miles of vehicular roads now exist in the Eastern Highlands. In the Western Highlands, where 194 miles of roads suitable for jeep traffic now exist, a road was completed at the end of 1952 linking Chimbu with Mt. Hagen and a road is now being constructed from this point on to Wabag.

117. The Mission was impressed by the physical difficulties which are encountered in road building in the Territory. It had many occasions to observe the engineering problems involved in constructing the Wau-Labu road and other roads where rivers from high mountain areas with heavy rainfall flood the low coastal areas and where the precipitous hillsides and constant rainfall make landslides a common feature. At the same time, the Mission was glad to note that in spite of the existing difficulties, the Administration recognized the importance of road construction for the economic development of the country and was pursuing construction wherever possible. The Mission noted the vigor with which some District Commissioners, particularly in the Highlands and in Madang, were pursuing the construction of roads, and it was also impressed by the interest which some of the indigenous inhabitants displayed in the development of roads and with their willingness to give all possible assistance to the Administration. There can be little doubt that the development of roads are a necessity for the development of the Territory, but it must be realized that in devising a scheme for the extension of a general road net careful attention will have to be given not only to the expense which is involved in construction and maintenance but also to the contribution in labour which is to be supplied by the indigenous population. In placing emphasis on the development of roads the Mission is not unmindful of the fact that air transport may for many places remain an important part of the Territory's transport system. At this stage there would be no compelling reason to substitute road transport for air transport in regions where there are no prospects that

heavy freight will be forthcoming. The Mission is fully satisfied that the Administration realizes the importance of an adequate transportation system for the economic development of the Territory and hopes that it will continue with this policy initiated a few years ago. Airline companies and their employees are rendering a great service to New Guinea and the Mission wishes to record its admiration for their work.

118. While in the Territory the Mission was informed by some administration officials that there was a shortage of motor vehicles, and it observed that this shortage had a restrictive effect on administrative as well as economic activities. In discussing this question with the Administrator at Port Moresby the Mission was told that the shortage of motor vehicles was recognized and that energetic steps had already been taken to make deliveries and that a general improvement in this regard could be expected.

CHAPTER IV  
SOCIAL ADVANCEMENT

General

119. Realizing the primitive conditions which still exist in many parts of the Trust Territory and that many of the indigenous inhabitants have only recently been brought under administrative control it is not surprising that social advancement for many sections of the population is still vary backward. The standard of living of the majority of the indigenous people is based on a subsistence economy involving gardening, hunting, fishing and the collection of various foods. In some areas where cash crops are produced and around larger centres the people make more use of supplementary items of foodstuffs.

European-style houses are constructed in some places, but houses generally are adapted to suit local conditions and made of the material readily available in each locality. No special surveys of living standards are made but such matters are investigated by Administration officers. The general policy of the Administration regarding health, education, agriculture and housing is aimed at the gradual raising of the living standards. In view of the subsistence economy of the people, it states that it is not practicable to conduct cost-of-living surveys.

120. Welfare and social security services are the direct concerns of the Departments of District Services and Native Affairs, Health, Education and Agriculture, Stock and Fisheries. The chief social welfare services, consisting of medical treatment and education, are provided free to the indigenous people by the Administration, or by the Missions through subsidies from the Administration and from their own funds.

121. The status of women varies from one part of the Territory to another. Since their work is of great importance to the maintenance of the subsistence economy, they appear to have a comparatively high status, although this does not as yet appear to be reflected in their political or legal status.

Public Health

122. The Administration maintains 8 European, 3 Asian and 39 Native hospitals, 444 aid posts, 8 welfare clinics and 4 leprosaria. The Department of Health is staffed by an official personnel consisting of 170 Europeans and 2,235 non-Europeans. The European staff includes 28 medical officers, 2 dentists, 40 nurses, 63 medical assistants, and other staff members. The non-European staff consists of medical assistants, orderlies, sanitation workers and other staff members. Expenditures on health during the year ending June 1952, totalled £1,018,959. This sum included £33,404 in medical aid to Missions and £31,494 in the construction of hospitals.

123. Hospitals are located at district and sub-district headquarters, and aid posts are located in villages. Medical patrols are conducted to give examinations and treatments in the villages. Missions carry on important medical activities among the indigenous inhabitants with subsidies from the Administration to cover part of their expenses. Special health projects of the Administration include research in the fields of Malaria control, tuberculosis, Hansen's disease, granuloma venereum and endemic goitre.

124. On the basis of indigenous patients admitted to hospitals, malaria, yaws, tropical ulcers and pneumonia, in this order, were the most prevalent diseases in the Territory. Pneumonia, particularly significant in the two Highlands districts where 51 per cent of all such admissions occurred, was the principal cause of death; it was in the past year responsible for approximately one-third of all deaths occurring in hospitals.

125. The Mission visited many of the district and sub-district hospitals. It visited the special hospital for Hansen's disease at Togoba, the malaria control station at Minj, several medical aid posts as well as some of the Native Medical and Hygiene Training schools.

126. The Mission was impressed by the great amount of work which needs to be done in the field of public health. In making this statement the Mission is not unaware of the great financial contribution which the Administering Authority is making to the improvement of the Territory's health services. But there can be little doubt that many of the hospitals are in urgent need of improvement. Some of the hospitals which had been constructed more recently,



such as the one at Sohano, appeared adequate. The Mission was impressed with the new sub-district hospital at Saidor, which, although modest in scale and largely built with indigenous materials, seemed to offer everything necessary for proper medical attention to the inhabitants of this district. Also the Togoba Hospital appeared to be satisfactorily equipped. Many of the other hospitals, however, and particularly the Native Hospitals at Rabaul and Lae, left much to be desired. The operating rooms particularly were in need of urgent improvements. With regard to the Native Hospital at Rabaul the Mission was informed that plans had been made to replace it with a new hospital at Nonga. In contrast to the Native Hospitals the Mission observed that many of the European hospitals were more than adequate both as far as equipment and facilities are concerned.

127. While in the Territory the Mission was informed that the Administration furnishes ample medical supplies and that no hardships are experienced due to lack of these. From its discussion and observation of the work performed it also gained the impression that medical officers generally are doing excellent work often under very difficult conditions and in spite of the fact that there was great need for the improvement of existing facilities. One medical officer stated that although the buildings left much to be desired, he would not go so far as to say that they were a detriment to the actual work. At another hospital the medical officer in charge stated that with the existing equipment, the staff was doing a good job. He felt that staff was more important than buildings, but thought that good buildings were desirable.

128. The Mission, noting that in 1951 the Trusteeship Council had been informed that the Administering Authority was initiating a hospital construction programme at an estimated cost of £4,500,000 which was to include the building of two base hospitals, four major regional hospitals, etc., requested the Administrator to inform the Mission concerning the progress which had been made in that regard. The Mission was informed that financial considerations had not permitted implementation of the plan for the construction of hospitals at an estimated cost of £4,500,000. Consequently, it had been decided to modify the original proposals and to adopt a less costly type of construction.

Provision for the Lae Base Hospital had been made in the Works Programme for the current year and it was expected that construction will commence before the end of December 1953. Financial provision for the Regional Hospital at Wau and for the Native Hospital at Nonga, near Rabaul, had been made in the Works Programme for 1953-1954 and it was expected that construction would commence during that year. It was anticipated that construction of the Regional Hospitals at Madang and Wewak would be undertaken during the year 1954/1955.

129. Training courses for Native Medical and Hygiene Assistants are given at five schools in the Territory. Students who enter these in some cases have attended village schools, then village higher schools and central schools. Some, however, do not have preparatory education before taking up medical training. Students are given a two year training course in medical and related subjects. At 30 June 1952 these training schools had a total enrolment of 97 students. On the completion of their course most trainees are assigned to medical aid posts in the villages. In 1952 two students were attending the Assistant Medical Practitioners course at the Central Medical School in Suva, Fiji.

130. The Mission noted that it was planned to expand training programmes for Native staff of the Department of Health and requested information concerning this. It was informed by the Administrator that an Assistant Director (Training) Department of Health had been appointed in May, 1952 and was concentrating on the training of Natives for service with the Department of Health in the capacity of Assistant Medical Practitioner. At present Natives who had attended the required standard of education entered the Assistant Medical Practitioners Course at the Central Medical School at Suva, Fiji. It was planned, however, to establish a school for Assistant Medical Practitioners at Port Moresby. It was planned that this School would receive thirty students annually who in the first place would study preliminary science and pre-clinical anatomy and physiology, followed by a full medical syllabus, combined with hospital teaching.

131. The Mission visited the Native Medical training schools in the New Britain, Sepik, Western Highlands and Morobe Districts. The programme of instruction, the student body and the equipment of the schools at Nonga in the New Britain District and at Malahang in the Morobe District impressed the Mission more favourably than those elsewhere. In discussing the training and work of Natives Medical and Hygiene Assistants with officers in charge of their instruction and with medical officers generally, the Mission learned that officers are satisfied with the work of some but not with that of others. Those who received supervision were doing good work but unsupervised Assistants forgot their training and had to return to school for refresher courses to regain it. It was noted that Assistants were given no simple manuals or a textbook to assist them in retaining instruction they had received when in training, although a suitable example of such a manual was seen by the Mission at Lae.

132. The Mission was informed by administrative officers that after a period of observation, Assistants who had returned from training schools were equipped and sent to their posts. Sometimes they put their equipment to good use, but other times they soon discarded it unless the Department of District Services and Native Affairs and the medical patrols took measures to prevent this. On two occasions medical officers noted that it was quite exceptional for medical officers to inspect the work of assistants at their aid posts. This was being done by administrative officers on patrol. The greatest obstacle to the training of Assistants in the Highlands was often a complete lack of schooling. Here students spent on an average of two years in training. Those who came from a Mission school often knew pidgin and could be taught immediately. Others know no pidgin and this had to be taught before any medical training could be started. The two year training period necessitated the use of pidgin as the language of instruction because it would be impossible for students to learn English and take their training in two years time.

133. For the improvement of the Territory's medical services the adequate training of indigenous medical practitioners is of the greatest importance. The Mission is strongly of the opinion that the present system of training

Native Medical Assistants is unsatisfactory. On the other hand, the Mission realizes that as long as the general educational development is as low as it is, it will be difficult to find properly prepared students to embark on a medical training programme. As long as no suitable candidates become available through the normal schools of the Territory, the Mission believes that students for medical training should not only be better selected but should be given at least an additional period of training so that they will be able to render those services which they ought to be able to give. In this connexion the Mission is also of the opinion that the course of instruction should be more comprehensive and that appropriate texts should be available to students during their training and for consultation when they take up work in the field. Their work should be regularly inspected and supervised by properly qualified medical personnel and not left to the occasional visit of a patrol officer, who has neither the qualifications nor the time necessary for this important work. The Mission would further suggest that provision should be made for re-orientation courses at frequent intervals so as to give these assistants the opportunity to improve the standards of their work.

134. With regard to health services in general, the Mission, realizing the urgent needs which exist, is satisfied that the Administration is fully aware of the many tasks confronting it and hopes that it will take all possible steps to bring the necessary improvements. In this connexion the Mission regrets that it was found impossible to implement the original plan proposed in 1951.

#### Labour

135. The number of workers employed in the Territory at 30 June 1952, consisting of 16,405 by agreement, 10,846 casual workers and 8,587 administration employees, totalled 35,838. These were inhabitants of the Territory with the exception of 903 workers from Papua. An additional 2,564 workers from the Eastern and Western Highlands were employed in Papua. Workers employed outside their home districts came almost entirely from the Sepik and Highlands districts. The Sepik District, employing 1,755 workers, furnished a total of 12,259 in the Territory, and the Highlands, employing 3,602, furnished a total of 5,882 in the Territory and 2,546 in Papua. District officers may issue permits

to approved persons to engage employees. A permit entitles the holder to recruit workers only on his own behalf or on behalf of his employer. The Administrator may prohibit the employment of workers from any village or area in order to prevent over-recruitment. District Commissioners are required to make reports upon the population in their districts and make recommendations where they consider action should be taken to prevent over-recruitment. The minimum monthly wages prescribed for labourers are 15 shillings per month. In addition to this labourers receive food, clothing, accommodations, medical attention and other prescribed articles.

136. The employment of indigenous labour is regulated by the Native Labour Ordinance 1952 which came into operation on 1 December 1952. This Ordinance, amending the Native Labour Ordinance 1950 which substituted a system of agreements for employment for the system of contracts previously in force, introduced a number of important changes. A worker under agreement may be engaged for a maximum period of two years in the first instance and, subject to the concurrence of the worker and the approval of a government officer, a second agreement may be entered into on the expiration of the first, for a period not exceeding twelve months. Workers may enter into agreements without a prior medical examination in cases where a medical officer or medical assistant is not available to carry out the examination at the time of attestation, but they are subject to later examination at the place of employment. On the termination of their agreements, workers are to be paid their deferred wages in the District in which they have been employed. Monetary payments in lieu of rations are restricted to casual workers with permits issued by District Commissioners after it has been established that they are competent to purchase rations from a store or that they reside in their own villages during the period of employment and that an adequate supply of native goods is available.

137. The Mission was informed that Administrative action had been taken to defer the enforcement of the 1952 amendment noted above, providing that workers were to be paid their deferred wages in the district in which they had been

employed, and that amending legislation may be necessary to restore the original provisions, whereby the parties to an agreement could specify a particular district in which deferred wages would be paid. The Mission enquired concerning the attitude of the workers toward the new amendment restricting monetary payment in lieu of rations to casual workers and was informed that it was too early to assess the final reaction of casual workers throughout the Territory. In a number of centres the initial reaction was unfavourable, but in others there was a degree of indifference. The number of workers who ultimately applied for permits did not approximate the total who had been receiving monetary allowances, indicating that many accepted the new regulation willingly. The Administration considered that all the available evidence pointed to a smooth change-over and to the acceptance of the new legislation by both workers and employers.

## CHAPTER V

### EDUCATIONAL ADVANCEMENT

138. The educational system of the Territory includes schools operated by the Administration, and by various religious Missions, most of whom receive subsidies from the Administration, and a few schools recently established by Native Village Councils.

139. In 1952, there were a total of 69 Administration schools, with 200 teachers and 3,757 pupils. These consisted of 9 European schools with 272 pupils, 3 Asian schools with 310 pupils, 2 Part-Native schools with 60 pupils and 55 Native schools with 3,115 indigenous pupils. In addition to these, 2 indigenous students were receiving training at the Central Medical School in Fiji. During the year, financial assistance was granted to the parents of 136 approved European students for secondary education in Australia.

140. According to the Annual Report, all schools for non-indigenous pupils give primary instruction, and some secondary classes are taught in one Asian school. Schools for indigenous pupils have four levels of instruction. The most elementary consists of station schools which give a four-year course using either vernaculars or Melanesian-pidgin. In the fourth year, oral English is taught. The next level of instruction consists of village higher schools and area schools, known as elementary schools. In these, English is used as a medium of instruction and the course covers standards II to V of the syllabus for Native schools. The next level of instruction is given at central schools, known as higher elementary schools, with two-year courses in which English is the language of instruction. The highest level of instruction is given at higher training centres where the three-year course consists of a one-year pre-vocational training course preparatory to the two-year teacher training course or courses in institutions giving training in medicine or other skills. In 1952, there were 355 indigenous pupils in central schools and 166 in higher training centres. The remainder were in the two schools with lower levels of instruction. A student passing through all these levels of education would not attain an educational standard beyond that of primary school education in other parts of the world and the number of students in the higher schools is low.

141. The great majority of pupils attend Mission schools. A total of 2,560 schools had 91,389 pupils in 1952. Four schools for Europeans, Asians and pupils of mixed race had 488 pupils. Indigenous pupils attended the remaining schools, 80,673 in village schools, 8,036 in intermediate schools and 2,192 in higher training schools.

142. The Administration expended a total of E300,155 on education during the year ending June 1952. This included E40,981 in educational grants-in-aid to Missions.

143. The Mission requested information concerning the segregation of children in the various schools and was informed by the Secretary of External Territories that the segregation of the Natives was largely due to the fact that they could not keep pace with European children. This also applied partly to Asian children. Some of the latter and some half-castes who are classed as Asians were in the same category. He thought that it was a fairly general policy to have no segregation in the schools and that such segregation was only to be found at Rabaul where the Asian population was much in the majority and where it was partly their own desire to have separate schools.

144. At Lae in the Morobe District, the Mission was informed that it was departmental policy to segregate Asian and European school children. In Chinese schools English and Chinese are taught, but only English is taught in European schools. The education of Asian children with European children would retard the latter to a certain degree. In the case of part Native children, it was noted that these did not have the same grasp of English as some Chinese and it was definitely not on a level with that of European children.

145. In reply to a request for information concerning the supervision of non-Administration schools, the Administrator informed the Mission that Regulations under the Education Ordinance enacted in 1952 were now being drafted. These would provide for the registration of Mission schools and for the inspection, supervision and control of non-Administration schools in all matters that concern secular instruction. The Education Ordinance would be brought into operation shortly and the Education Advisory Board which would be established by the Ordinance would then be appointed.



146. At Port Moresby the Administrator also informed the Mission, regarding the Administration's attitude toward the use of Melanesian-pidgin in some non-administration schools, that it was not intended to perpetuate the use of pidgin as a medium of instruction in schools. Departmental syllabuses provided for the teaching in the vernacular in the lowest classes and the gradual introduction of English, first as a subject of study and then as a medium of instruction at the higher scholastic levels. Pidgin was not officially recognized as a medium of instruction. It was, however, necessary to face the realities of the situation and to admit that, at the present time, pidgin was often the only practical medium of communication between pupils and teachers. For this reason, in the lower classes, teachers were permitted to use pidgin to explain what the pupils did not understand.

147. The Department of Education was aware that, in many Mission schools, pidgin was being used as a medium of instruction. Although this was not encouraged, there was no intention of forbidding it at present. Under the new Education Ordinance, the Director of Education was empowered to prescribe the language of instruction to be used in any particular school. In determining whether pidgin was to be used in any particular Mission school, careful consideration would be given to local circumstances. The Administration considered that in principle it was undesirable to forbid the use of pidgin and that it was at least preferable to use it for teaching purposes rather than force upon the pupils as a so-called lingua franca some native vernacular which was quite unlike their own, which they did not welcome, and which would have only a restricted utility even when it had been learned.

148. During its meeting with members of the Administration at Port Moresby, the Mission requested information on plans for educational advancement in the field of education. The Administrator prepared a general outline of these for the period covering 1953 to 1958 which stated that:

"As it is still proposed to leave the provision of vernacular schooling mainly in the hands of the Missions as voluntary agencies, provision has been made for the continuance of the system of Grants-in-Aid, and these will be paid under the provisions of the Education Ordinance and Regulations. The Administration will therefore be concerned principally with the field of education above the Village School level and the following extensions are planned in this direction. The figures are those applicable to a goal set for the 5 years.

	No.	Average Enrolment	Total Pupils
(a) Area Schools	80	120	10,000
(b) Central Schools	Boys	20	3,000
	Girls	<u>10</u>	<u>1,200</u> 4,200
(c) Higher Training Institutions	2	200 males	500
		<u>50</u> females	
(d) Technical Training Centres	2	150	300
(e) Manual Training Units Attached to Central Schools	8	30	240

"The annual enrolment in all types of Administration schools for Natives at the end of the 5-year period will thus be approximately 15,000, all schools concerned providing for the teaching of English.

"It is not possible to estimate reliably the number of Village schools that will be in operation by the end of the period nor the total enrolment they will represent, but the total enrolment should not fall short of 50,000. Allowing for normal yearly intakes the 5-year period should see approximately 70,000 children receiving education at all levels and from both Government and Mission schools.

"Provision has been made for an approximate total of 616 personnel to be employed in the work during the 5 years made up as follows:

European	200
Asiatic and Mixed Race	20
Native	396

"The total of Europeans employed at the end of the period would represent the ultimate annual figure, as by that time Native and other teachers should be trained to standards enabling them to occupy all positions of lower classification, thereby releasing Europeans for wider developmental work and the expansion of school organisation which will follow.

"The total costs estimated to be involved in the full period of the programme for the Trust Territory of New Guinea, is approximately £3,000,000, of which nearly 90% will be allocated for Native education.

"Incidental to the field of general education will be an organised and wide-spread campaign of what UNESCO terms "fundamental education" and provision has been made for staff and equipment for this purpose. The details of such equipment and of the special techniques to be employed, particularly in connection with the spread of literacy among adults, have already been prepared by the Department and Officers are being trained for this special work, which will have advanced to a high stage by the end of 1958."

149. The Mission visited all types of schools in the Territory from village schools to those giving the highest levels of instruction. These included Administration, Mission and Native Village Council schools. It observed that teaching was in Melanesian-pidgin and various vernaculars with some English at higher levels in some schools. The Administration and some Mission groups favoured English as a medium of instruction wherever possible, but other Missions generally used pidgin or a vernacular. At the Nonga Medical Training School, pidgin was used because students from the various island districts spoke different languages. The same was true of a number of other Medical Training schools visited by the Mission. At the Madang Central School, English only is spoken between 8 a.m. and 4 p.m. This idea was adopted at the insistence of the pupils themselves. The education officer stated that there were difficulties at first, but a little time and patience had paid dividends, and the pupils eventually regained the time spent in acquiring fluency in English. At the Mission Technical School at Baitabak, a vernacular was used and pidgin was considered inferior to it. However, the students in the manual training school engaged in making furniture used pidgin. They came from many areas and required a common medium of instruction. In the concrete work they were engaged in, where teaching was frequently by demonstration, pidgin was not considered a handicap.

150. The Mission observed that the Central Highlands Districts at present have the fewest educational facilities and are the least advanced educationally in the Territory. Few schools other than Mission schools exist in these districts and many areas have no schools. In discussing the educational needs of these districts the Mission was informed by an administrative officer that the existing schools were not really good and that nothing more than a beginning had been made. He stated that the people wanted schools and that more would be established but that a lack of teachers was a serious obstacle.

151. Indigenous speakers frequently included remarks on education during public meetings at places visited by the Mission. The buildings of the Malaguna Technical School were criticized as not being as good as they were before the war, the school now had fewer European teachers, and there was no power to run

the machines which had been installed. It was noted that some students at Kerevat wanted to go to Fiji to study at the Central Medical School. In New Ireland, requests were made for children to be sent to Australia to school in order that they might later help their people. At Madang, requests were made for increased training in English and technical subjects.

152. Although realizing the great obstacles which the Administration faces in the improvement of education in a Territory inhabited by people of such varying stages of development as New Guinea, the Mission is of the opinion that the expansion of educational facilities must be one of the primary duties of the Administering Authority. No sound economic and political advancement is realizable as long as vast segments of the population remain illiterate and thereby largely outside the reach of the Administration. The Mission is fully aware that in regard to the improvement of education the Administration is confronted by a difficult dilemma. Illiteracy cannot be eradicated without competently trained teachers, and the availability of well-trained teachers in turn depends upon institutions of advanced learning. Therefore the Mission feels that, at this point, the Administration would need to pay particular attention to the creation of a large and competent corps of elementary school teachers by the establishment of new teacher training centres and by the employment of more European teachers. Although placing primary emphasis on the importance of teacher training the Mission expresses the hope that the Administration is pushing forward with its plans for the general improvement of education on all levels of instruction.

153. With regard to the use of pidgin, the Mission was glad to note that it is the policy of the Government to use English only in institutions of higher education. However, pidgin is used on lower levels of instruction as well as in certain non-governmental schools. The Mission also noted that all administrative officials were using pidgin in all of their contacts with the indigenous population. Like the last Visiting Mission, the Mission met few indigenous government employees with whom it could converse in English. The Mission is strongly of the opinion that pidgin is not only not a suitable language for instruction, but that it has characteristics derived from the circumstances in which it was invented which reflect now outmoded concepts of the

relationship between indigenous inhabitants and immigrant groups. Therefore, it believes that the most energetic steps should be taken to eradicate this jargon from all instruction given within the Territory, and that plans be urgently developed to eliminate it from the Territory completely. In this connexion, the Mission wishes to draw attention to the fact that substantial portions of the population, particularly in the Highlands and the Sepik area, are as yet unfamiliar with pidgin; in these areas the use of pidgin should be officially prohibited immediately.

#### Provision of Information on the United Nations

154. In regard to the dissemination of information on the United Nations, the Mission noted United Nations documents and publications in administrative offices in the various Districts of the Territory, and at the small library in Rabaul these were readily available to the public. But it did not find in the Territory any appreciable knowledge concerning the aims and activities of the United Nations or of the basic objectives of the Trusteeship System among the indigenous inhabitants. In a few schools there were United Nations posters, none of which appeared to the Mission to be particularly appropriate or of much significance to the students in view of their general lack of knowledge regarding the United Nations.

155. The people had been informed of the Mission's visit but with a few exceptions they did not indicate that they understood the purpose of its visit or even had a clear idea of the Mission's identity. For example in the Rabaul area, one of the most sophisticated in the Territory, the Tavuiliu Committee addressed its welcome to the United Nations Missionaries. Mission, to the indigenous people, in the past has always been associated with one or another of the religious groups in the Territory. In fact the Mission noted that, to avoid confusion in the minds of the people, interpreters often substituted in pidgin the more significant title United Nations "line" in place of United Nations Mission.

156. After observing the degree of advancement of the indigenous people, the Mission believes that although the information now sent to the Territory may be satisfactory for the non-indigenous population, in general it is of little value for the rest of the population. Aside from the occasional exceptions when information is given via radio or in news-sheets published in pidgin-English by the Department of Education, there exists a complete lack of information material in any form comprehensible to them, and consequently an absence of knowledge regarding the United Nations.

157. The Mission feels that the preparation of special material on the United Nations in a medium which the people could readily understand would go a long way toward remedying this situation.

ANNEX I  
PATROL REPORT

DISTRICT OF WESTERN HIGHLANDS

Report No.            Minj No. 1 of 52-53

NOVEMBER 3rd

Departed KURUNGA at 5.30 a.m. and descended steeply down AGOK hill through patches of forest to the KAWM River just below where BINJ Creek joins the river at 6.50 a.m. Height at crossing 2,720 feet. The cane suspension bridge here consisted of only a few strands of cane and did not appear to be very safe, a rough log bridge was thrown across the rocks and cargo was all over safely by 9.00 a.m. Commenced the long steep climb from the river at 9.40 a.m. and after many spells on the long climb up the open grass ridge in the blazing sun arrived at MAGIN (J.31) rest house at 12 noon on the top of the ridge. Lined and counted the KUMUGA group during the early afternoon. Food purchased sufficient for needs of patrol. Heavy rain fell during the night.

Temperature 2.30 p.m. 77 degrees, 6.00 a.m. 63 degrees.  
Height of MAGIN 5,140 feet above sea level.

NOVEMBER 4th

Before leaving MAGIN this morning despatched 20 recruited labourers (from the KAMANG group) carrying pigs to MINJ. Departed MAGIN 6.35 a.m. and descended down the side of the hill to MAMBIL Creek (3,860') at 7.40 a.m. Spelled patrol at the creek until 8.55 a.m. then climbed steeply up the slope and joined the KARAP road at 9.20 a.m. followed road for twenty minutes and arrived at MANEMP (J.31) rest house at 9.53 a.m. People already assembled and lined and counted the two sub-groups KABUNKA and MEMIGA. Instructed the headmen of MANEMP and MAGIN to build the road linking MANEMP to MAGIN. Ample food purchased.

Temperature 12.30 p.m. 72 degrees, 6.00 a.m. 66 degrees.  
Height of MANEMP 4,655 feet above sea level.

NOVEMBER 5th

Departed MANEMP at 6.30 a.m. and followed made road crossing MAMBIL Creek (4,000') at 7.00 a.m. when light rain commenced falling. Crossed UNAGI Creek at 7.25 a.m. and then made a long steady climb to the rest house at KARAP (J.31) arriving at 8.25 a.m. Thick fog covered the valley but despite this and the early hour of our arrival the people had already assembled to welcome the patrol.

Made headcounts of the GNEMPIKA group who assembled at the rest house. Purchased sufficient quantities of food for patrol and forwarded some more pigs to MINJ by local carriers.

During the afternoon the headman of the MUNGILKA sub-group and the male adults of his group who reside near UNGUL (J.30) arrived at the rest house. As my patrol route does not take me near his hamlet I counted the male adults present and made a rough estimate of the women and children.

Also present during the afternoon to pay their respects to the patrol were the two adversaries MEK from JIGGA and GELU from ONGUL. These two have been carrying on a feud for some years now and advised them that it was time that they forgot old grievances and that for GELU to assemble his group at JIGGA when the patrol visits there both were agreeable to this although they did not appear overjoyed.

Temperature 12 noon 75 degrees, 8.30 a.m. 66 degrees.  
Height of KARAT 5,255 feet above sea level.

#### NOVEMBER 6th

Remained at KARAP. During the morning the remainder of the MUNGILKA sub-group arrived at KARAP lined and counted those present but the figures are not reliable as there were quite a few women and children who did not appear. Headmen of several groups present during the day and with the lack of minor disputes being presented I enquired into the reason for this and at the same time informing them that I did not wish them to think that I was looking for trouble but that it was their duty as headmen to bring their disputes forward for hearing.

Re-organized cargo and carriers during the afternoon.

Temperature 12 noon 70 degrees, 5.30 a.m. 63 degrees.

#### NOVEMBER 7th

Mr. Corrigan Assistant District Officer, four Constables of the Royal Papuan and New Guinea Constabulary and surplus carriers departed at 5.45 a.m. on the return journey to MINJ.

With the five remaining police members and carriers I departed from KARAP at 5.47 a.m. and travelling N.W. back down the MANEMP road for 20 minutes to the JIGGA turn off of the new road. The road has been cut through thick forest around the slope of KALAKEIS hill and descending gradually the patrol arrived at NUGUS Creek at 7.00 a.m. Climbed from the creek and at 7.40 a.m. began the steep descent to LEI Creek (3,340') arriving at the creek at 7.57 a.m. and spelled patrol. Commenced the very steep climb from the creek at 8.50 a.m. and arrived at the rest house at JIGGA (1.31) at 9.35 a.m. Lined and counted the KORANGI sub-group of the GNEMPIKA group. Purchased sufficient food.



Received word that the KABAKA people had arrived at the bottom of the hill so sent a Constable down to escort them up to the rest house. (The KABAKA people have been carrying on a feud with the KORANGI group over the last few years). Just before the KABAKA group arrived the KORANGI people commenced rushing around near the rest house yelling out loudly I calmed them and had them sit down near the flag mast to await the arrival of their opponents the KABAKA group who arrived soon after. They arrived at the rest house and in the usual manner of this area all were yelling loudly. The whole-party consisting of 21 male adults were heavily armed with spears and bows and arrows, seated the new arrivals on the opposite side of the flag mast. Although I had asked for the women and children to assemble also it would have been expecting too much for them to appear here in the stronghold of their enemies and I was satisfied to have the men only come. I spent the next three hours with the two groups letting them get acquainted with one and other and a general talk with them on Administration policy. Whilst the groups were present all concerned kept a firm grip on their weapons and although the meeting was held without any trouble I doubt if this one meeting will erase the ill feeling between the groups but I do think that the fighting which had already ceased will be a thing of the past from now on.

Temperature 12 noon 76 degrees, 5.30 a.m. 64 degrees.  
Height of JIGGA 4,580 feet above sea level.

NOVEMBER 8th

Departed JIGGA at 5.35 a.m. and travelling in a general N.E. direction climbed steeply up Mount JIGGA for twenty minutes then the track led round the side of the mountain. Crossed the GNEMPIKA - KORIGA boundary at 6.20 a.m. and arrived at the landslip TSINANTZBAL (1.30) at 6.50 a.m. The crossing of the broken ground was made as quickly as possible with the local guides urging the carriers to hurry as the face up which we had to climb showed signs of breaking up and slipping again. All across safely by 7.25 a.m. and continued on round the side of the hill climbing gradually to the rest house at WANKU (1.30) at 7.45 a.m. People already assembled. Purchased ample quantities of food then counted the people of the KORIGA group. Sent word down to TABIBUGARA (1.30) rest house for the people to assemble tomorrow. Afternoon spent in dealing with routine work and general talks with local people.

Temperature 12 noon 74 degrees, 7.00 a.m. 64 degrees.  
Height of WANKU 5,915 feet above sea level.

NOVEMBER 9th

Remained at WANKU. 8.10 a.m. left the rest house and descended down a ridge to the newly erected rest house at TABIBUGARA (4,740') arriving at 9.20 a.m. Counted the natives of the MARIGA group. A large quantity of food had been prepared and informed the owners that if they took it up to WANKU I would buy it. Left TABIBUGARA at 11.15 a.m. on the return journey to WANKU arriving at the rest house at 12.30 p.m. During the afternoon the MARIGA people brought food to WANKU. Two minor disputes involving women were heard during the day.

Temperature 12.30 p.m. 69 degrees, 5.30 a.m. 60 degrees.



ANNEX II

Itinerary of the Mission

<u>Day</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u>
14 March	New Britain District	By air from Kwajalein to Rabaul via Port Moresby and Iae.	2,180 miles
15 March	" "	Meeting with Director of District Services and Native Affairs.	
16 March	" "	Visited administration schools in Rabaul, and Native Village School and Mission school at Pila Pila.  Inspected Native Medical Training School at Nonga, and the Native General Hospital and European Hospital in Rabaul.  Visited the plant of coconut crushing mill near Rabaul.	30 miles (by car)
17 March	" "	Visited Forestry Department, Education Centre, and Agricultural Station at Kerevat. Visited Mission College at Vunairima.  Inspected Livuan Native Village Council House.	30 miles (by car)
18 March	" "	Public meeting with members of the Rabaul, Reimber, Vunairima, Vunadadir and Livuan Village Councils at Rabaul.  Meeting with the District Commissioner and members of his staff.	
19 March	" "	Visited Village Higher School at Bonat and the Raluana Group Native Society's Bitapolapolo co-operative store.  Observed the Vunamami Village Council in session. Visited the Kokopo Native Hospital. Visited Mission school and hospital at Vunapope.	20 miles (by car)

<u>Day</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u>
20 March	New Britain District	By air from Rabaul to Kandrian.  Public meeting with people of the Kandrian sub-district.  Visited the Native hospital.	230 miles
20 March	Bougainville District	By air from Kandrian to Sohano.  Meeting with the District Commissioner and his staff. Public meeting with indigenous leaders and people of Sohano.  Visited the Native and European hospitals.	362 miles
21 March	"	By car and boat to Buka.  Inspected co-operative store, and agricultural station.  Visited Mission school at Habelé.	5 miles
	New Ireland District	By air from Sohano to Kavieng.  Visited the Native, European and Asiatic hospitals.	282 miles
22 March	" "	Meeting with the District Commissioner and members of his staff.  Visited the North-East Kara Native Society at Mangai and inspected co-operative store. Public meeting with indigenous people at Lamakot Village.	60 miles
23 March	Manus District	By air from Kavieng to Momote.  By road from Momote to Lorengau. Visited the Native, European and Asiatic schools.  Public meeting with indigenous people at Lorengau. Visited the agricultural station and Native hospital.	207 miles.  40 miles

<u>Day</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u>	
24 March	Manus District	First group visited Ndrova Plantation	30 miles (by launch)	
		Second group departed by car for Momote.	40 miles	
		By boat from Momote to Baluan Island; meeting with members of Baluan Village Council; visited store and school.	60 miles	
		By boat to Momote.	60 miles	
		By car to Lorengau.	40 miles	
25 March		By car from Lorengau to Momote.	40 miles	
	Sepik District	By air from Momote to Wewak.	245 miles	
		Visited Brandi school and the Native Medical and Hygiene Training School for the Sepik District.	5 miles (by car)	
26 March	"	"	First group by air from Wewak to Dagua.	30 miles
			Second group by air to Maprik, Hayfield and rice-growing area on Sepik River. Unable to land due to weather. Inspected area around Hayfield from the air and then proceeded to Dagua.	70 miles
			Inspected the rice-growing and milling project of the Dagua Rural Progressive Society. Public Meeting with the indigenous leaders and people gathered for the opening of the new Dagua school. Inspection of the Dagua School.	
			By air from Dagua to Wewak.	30 miles
27 March	"	"	By air from Wewak to Telefomin. Unable to reach destination due to weather. Returned to Wewak.	130 miles
			Meeting with the District Commissioner and members of his staff.	
28 March	"	"	Departure for Madang delayed by weather.	

<u>Day</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u>
29 March	Madang District	By air from Wewak, via Aiome, to Madang. (Unable to land at Aiome due to weather).  Inspected Siar Village and held a public meeting with the Village Council and local inhabitants.	240 miles
		By air from Madang to Saidor.	57 miles
		Visited the Saidor gael and Native Hospital. Held a public meeting with people of the Saidor sub-district.	
		By air from Saidor to Madang. Inspected Mililat Plantation.	57 miles
30 March	" "	By air from Madang to Aiome.	67 miles
		Public meeting with inhabitants of Aiome sub-district.	
		By air from Aiome to Madang.	67 miles
		Inspected Madang hospital. Visited the Lutheran area School and Technical School.	
31 March	Eastern Highlands District	By air from Madang to Garoka.	60 miles
		By road to attend opening of new bridge over Asaro River.	14 miles
		Public meeting with leaders and people of Asaro Valley.	
1 April	" "	Visited agricultural and livestock station.	
		Inspected Royal Papuan and New Guinea Constabulary Training Depot and Gareka prison.	
		By air from Garoka via Ramu Valley to Aiyura. Aerial inspection of road construction to link Ramu Valley with Eastern Highlands. Inspected Aiyura Agricultural Centre.	100 miles
		By car from Aiyura to Kainantu. Inspected indigenous gold-mining project. Visited Raipinka Mission.	50 miles
		By air from Kainantu to Garoka.	63 miles

<u>Day</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u>
2 April	Eastern High-lands District	Meeting with District Commissioner and members of his staff.	
	Western High-lands District	By air from Garoka to Mt. Hagen.	70 miles
		By road to Togoba. Inspected Hansenide Colony.	10 miles
3 April	" "	Visited Native Hospital, Native Medical Training School and Native School at Mt. Hagen.	
4 April	" "	By air from Mt. Hagen to Baiyer River. Inspected Livestock Station.	28 miles
		By air from Baiyer River to Nondugl. Visited Hallstrom Trust.	45 miles
		By air from Nondugl to Minj. Visited new Native hospital and the Minj Malaria Control Centre and School. Public meeting with a large gathering of people from the Minj sub-district.	7 miles
		By air from Minj to Mt. Hagen	25 miles
5 April	Morobe District	By air from Mt. Hagen to Lae.	150 miles
6 April	" "	Inspected Markham road and site of proposed new bridge over Markham River and part facilities at Lae. Visited Native hospital and Native Medical and Hygiene Training school at Malahang. Visited the European hospital and European school at Lae.	
7 April	" "	By road from Lae to Bulolo and Wau. Visited Mumeng Patrol Post and held a public meeting with leaders and people. Inspected the dredging operations of Bulolo Gold Dredging Ltd. and hospitals, lumber mill, machine shop, store, and employed quarters.	90 miles

50

<u>Day</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u>
8 April	Morobe District	First group inspected the operations of New Guinea Goldfields Ltd., the Wau Coffee Plantation, and held a public meeting with representatives of the indigenous people.  By air from Wau to Lae.  Second group went by air to inspect the patrol post at Menyama. After holding a meeting with the indigenous people, returned to Lae.  Meeting with the District Commissioner and members of his staff.	90 miles  160 miles
9 April	Territory of Papua	By air from Lae to Port Moresby.	200 miles
10 April	"	Meeting with the Administrator and Departmental heads.	
11 April	"	Rest day.	
12 April	"	Departure delayed by weather.	
13 April	Australia	By air from Port Moresby to Sydney.	1,592 miles
16 April	"	By air from Sydney to Canberra.  Conference with the Minister for the Department of Territories and members of his staff.	90 miles
17 April	"	Visited the Australian National University.  Discussions with officials of the Department of External Affairs.	
18 April	"	By road from Canberra to Sydney.	90 miles
19 April	"	Rest day.	
20 April	"	Visited the Australian School of Pacific Administration.	
21 April	"	By air from Sydney to Wellington.	1,300 miles



