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CONTENTS

| | <i>Page</i> |
|---|-------------|
| Factors which should be taken into account in deciding whether a territory is or is not a territory whose people have not yet attained a full measure of self-government: report of the <i>Ad Hoc</i> Committee on Factors (Non-Self-Governing Territories) (A/2178) (<i>continued</i>) | 201 |
| Report of the Trusteeship Council (A/2150) | 201 |
| Requests for oral hearings (A/C.4/219, A/C.4/220) (<i>continued</i>) | 208 |

Chairman: Mr. Rodolfo MUNOZ (Argentina).

Factors which should be taken into account in deciding whether a territory is or is not a territory whose people have not yet attained a full measure of self-government: report of the *Ad Hoc* Committee on Factors (Non-Self-Governing Territories) (A/2178) (*continued*)

[Item 36]*

1. Mr. PIGNON (France) wished to explain his delegation's vote on the draft resolution on factors adopted at the 278th meeting. The French delegation had found it possible to take part in the study of factors because the scope of that study had been defined in General Assembly resolution 334 (IV), which stated that it was within the responsibility of the General Assembly to express its opinion on the principles which had guided or might in future guide the Members concerned in enumerating the territories for which the obligation existed to transmit information under Article 73 e of the Charter. The French delegation had therefore agreed that the General Assembly was entitled to study, according to the procedures laid down, means of influencing the responsible Powers by an opinion on the principles by which those States might be guided in determining the territories to which Article 73 e of the Charter applied, and had readily participated in the preliminary work during the sixth session and in the *Ad Hoc* Committee on Factors.

2. However, the competence of the General Assembly could not extend beyond the expression of an opinion on the principles by which States should be guided. The French Government had recalled officially on many occasions that the determination of territories whose peoples were not yet fully self-governing, according to the terms of Article 73 e of the Charter, was a matter solely within the competence of the States which were responsible for administering those territories.

* Indicates the item number on the agenda of the General Assembly.

The competence of the administering Powers in that respect, which derived from the Charter, could not be affected, reduced or controlled by any decision of the General Assembly.

3. The French delegation wished therefore, in the present circumstances and for the future, to make an express reservation regarding its Government's competence under the Charter.

4. Mr. PEREZ CISNEROS (Cuba) proposed that when the Committee's report on the question of factors was sent to the General Assembly for approval, it should be accompanied by a list of members of the new *ad hoc* committee on factors proposed in the draft resolution that the Committee had adopted. It was important that the *ad hoc* committee should have a balanced composition, and the Fourth Committee was probably in a better position than the plenary Assembly to suggest a suitable membership.

5. Mr. DE MARCHENA (Dominican Republic) proposed, in addition, that the Chairman should suggest a list of ten members to the Fourth Committee for its approval.

The proposals of the Cuban and Dominican delegations were adopted.

Report of the Trusteeship Council (A/2150)

[Item 12]*

6. The CHAIRMAN said that the Secretary-General had received a request from the Italian Government that Italy should be represented at the Fourth Committee's discussion of the report of the Trusteeship Council, which included a chapter on Somaliland under Italian administration. He suggested that the Secretary-General should be asked to reply granting the request.

It was so decided.

7. Mr. KHALIDY (Iraq), speaking as President of the Trusteeship Council, introduced the report of the Trusteeship Council covering its fourth special session and tenth and eleventh regular sessions (A/2150). He hoped that the courtesy and harmony which had marked the Committee's discussion of the question of Non-Self-Governing Territories would continue during the discussion of the Trusteeship Council's report. The purpose of the Trusteeship System was the advancement of the peoples of the Trust Territories towards self-government and independence, and the Committee should be guided above all by consideration for the interests of those peoples. It was also necessary that there should be co-operation and understanding between the non-administering Powers and the Administering Authorities. Many of the non-administering Powers took special interest in the attainment of self-government by the Trust Territories because they had themselves spent long periods under colonial rule. They also believed that nationalism had become a potent world force and that national aspirations must be genuinely satisfied if peace was to be secured. The Administering Authorities should make every effort to appreciate that point of view. The non-administering Powers, on the other hand, must make an effort to understand the attitude of the Administering Authorities. They must realize that there were many reforms in the Trust Territories which were not immediately feasible. In making recommendations, they should consider carefully their practicability and whether they were truly in accordance with the interests of the inhabitants, which lay in solid advancement in the political, social, economic and educational fields.

8. The report of the Trusteeship Council made a valuable contribution to the consideration of the problems of the Trust Territories. One problem, however, the Ewe question, was not dealt with. The Trusteeship Council had postponed its discussion of that point until the report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952, was available. That report (T/1034) had now been received, and the Council would meet shortly to discuss it and report in turn to the Fourth Committee.

9. Sir Alan BURNS (United Kingdom) said that he did not propose in his opening statement to deal with the procedural questions relating to the Trusteeship Council's work, although his delegation would no doubt have views to express should any of them form the subject of draft resolutions presented to the Committee. He would deal rather with conditions in the Trust Territories themselves, and more particularly with conditions in those Territories for whose administration the United Kingdom Government was responsible. The attention of the Fourth Committee was too often diverted from the real purposes of the Trusteeship System by unfruitful debates on the organization of the Trusteeship Council and its subsidiary bodies and on matters of detailed administration which should more properly either be dealt with exclusively by the Administering Authorities or be reviewed, if necessary, by the Trusteeship Council itself. The Fourth Committee should concern itself with the general progress of those Territories and support, rather than attack, the principal organ established under the authority of the General Assembly to exercise the responsibilities

assumed by the United Nations in connexion with the International Trusteeship System.

10. It was frequently asserted by the critics of the Administering Authorities that little progress could be detected from year to year in the achievement in the Trust Territories of the objectives set forth in Article 76. The most extreme statements of that point of view usually came from the representatives of the Soviet bloc, who maintained the thesis that nothing whatsoever was being done to improve the lot of the inhabitants of the Trust Territories. He would not of course maintain that at the end of each twelve months every Administering Authority, in relation to every Trust Territory, could expect to be able to demonstrate that significant advances had been made in each of the political, economic and social fields. As one who had had many years' experience in various parts of the world in the extremely complex task of bringing rapidly forward those peoples who had, through accidents of history and geography, remained over-long in a backward state, he would emphasize that even the best will in the world and the best policies in the world could not always overcome as quickly as might be desired every obstacle and every difficulty. The twelve months covered by the successive reports submitted by the Administering Authorities was a very short period in which to expect transformations of admittedly, in many cases, unsatisfactory situations. Nevertheless he felt sure that many countries represented in the Committee would themselves find it difficult to point to any remarkable achievements in their own domestic affairs over a similarly brief period. However, the Trusteeship Agreements for the Territories for which the United Kingdom Government was responsible had been adopted by the General Assembly in December 1946, and since then that Government had submitted reports, in accordance with the Charter, in five successive years. Five years was perhaps a more appropriate period to consider in assessing the progress made towards the achievement of the objectives of Article 76. The United Kingdom Government was convinced that its performance over that period could be taken to demonstrate its loyal adherence to the principles of the Charter and its effective discharge of its stewardship. As such a contention was frequently challenged in the Committee, often on a basis of prejudice, he felt it his duty to expound at some length on the progress which had been achieved during the past five years.

11. He would take as his principal example the Trust Territory of Tanganyika, which was the largest of the Trust Territories, both in area and population. It had been visited by two visiting missions of the Trusteeship Council. Its essential characteristics and problems were well known to the Council. The United Kingdom Government had paid careful attention to all the Council's recommendations. It recognized that much still remained to be done before its duty was discharged. Nevertheless, striking advances had taken place which he felt merited the recognition and approval of the Committee.

12. The most obvious indices of a Territory's prosperity were the figures for revenue and expenditure. In the financial year 1919-1920, when the United Kingdom Government had just accepted from the League of Nations a mandate for Tanganyika, the Government

of Tanganyika had budgeted for a revenue of £700,000 and for an expenditure of almost £800,000 in which the major figures related to public works and medical facilities. There had been virtually no education and the only appropriation which could then be made was £174 for the establishment of an embryo department of education. A little over £200,000 had been voted for agriculture. By 1938 sound foundations had been laid for the development of the Territory, in spite of the fact that the world had just passed through one of the greatest depressions of history. In that year revenue had been estimated at over £2 million, with expenditure slightly in excess of that figure. Almost £100,000 had been devoted to educational expenditure and over £200,000 to public health. In 1947, which had been both the first year of the post-war ten-year development plan and the first year on which reports had been submitted to the Trusteeship Council, total revenue, both from territorial sources and from subventions for development, had amounted to £6 million. That figure had been balanced by planned expenditure. £350,000 had been allotted to education, £400,000 to public health and £500,000 to public works. Progress thereafter had been spectacular. The estimated revenue for 1952 was £19,500,000 with estimated expenditure only slightly short of that total. It was estimated that expenditure on development, as distinct from the maintenance of existing services, would be nearly £7 million. Thus in five years both revenue and expenditure had increased more than threefold. Even though the purchasing power of money, particularly in relation to the materials required for development, had fallen by 30 per cent in the period under review, a 300 per cent increase in both revenue and expenditure could surely not be taken as evidence of stagnation or mismanagement.

13. Another index of prosperity was the volume and value of exports from a Territory. A more satisfactory index was of course the volume of production, both for internal consumption and for export, and the increase in the volume of internal trade. Unfortunately, at the present stage of development, full statistics were not available to complete the broader picture, but the export figures by themselves went some way to indicate the rising tempo of production and the resilience of the economy. The most important export, both in volume and value, was sisal. In 1946 total exports had amounted to just over £9 million, whereas in 1951 they had been to a value of almost £42 million. Import figures for the same years were £8 million and £32 million respectively. In 1921 the main commodities exported had been sisal, coffee and groundnuts, and those only in moderate quantities. In 1951, coffee, cotton, timber, hides and skins, gold and diamonds had provided the major items of export, in addition to sisal. A new feature of the export economy was the prominent contribution made by African co-operative societies, mainly in coffee. The Government, however, had been well aware of the danger of basing the Territory's economy exclusively on the production of primary products and it had therefore encouraged the development of secondary industries, which also provided opportunity for broadening the scope of the employment opportunities available to the inhabitants. In 1947 there had been a certain amount of processing of primary products, such as the milling of rice and

flour, oil extraction, saw milling, cotton ginning, coffee curing and tobacco curing, as well as manufactures for the local market such as soap, cigarettes, furniture and leather. In 1938 there had been no manufacture on a commercial scale, with the sole exception of salt. In 1951 the industrial activities of the Territory had been more diversified, with the notable addition of a meat-canning factory at Dar-es-Salaam, in which the Government of Tanganyika held 51 per cent of the shares. In 1951 there had been a total of 2,275 industrial establishments in the Territory, giving employment to about 50,000 persons.

14. The energies of the Government had not, however, been directed primarily towards the stimulation of production for export and industrial development. When addressing the Trusteeship Council in June 1952,¹ the Governor of Tanganyika, Sir Edward Twinning, had described at some length the regional development plans for land utilization and agricultural expansion which were being applied in accordance with the particular needs and potentialities of individual regions in that vast Territory. Great stress was being laid upon proper land utilization and the development of modern agricultural methods to preserve the land of Tanganyika from destruction. The primary need was to ensure that the development of food supplies outstripped the growth of population and that the fertility of the soil was enhanced and not diminished by those increased yields. The energy and enthusiasm with which that problem was being tackled and the effective stimulation of local interest and initiative had been favourably observed by the United Nations Visiting Mission to Trust Territories in East Africa, 1951. No one who read that Mission's report (T/946 and Corr.1) could endorse the opinion that what the Charter termed the promotion of "constructive measures of development" had been neglected by the Administering Authority.

15. Turning to the social services, he said that in 1921, one year after the Government had assumed responsibility for promoting education, there had been fifty government schools with 3,800 pupils. At the beginning of the trusteeship period the Government had been far from satisfied with the progress which had been made in education. For that reason the ten-year development plan of 1947 had allotted nearly £5 million to education out of a main programme of £19 million. By 1951 the Government had been spending annually over £2 million on education in addition to the expenditure of local authorities. In 1947 there had been 130,000 pupils in schools and 25 Africans had been undergoing higher education. By 1951 there had been 227,000 pupils at school and almost 100 Africans and Asians had been undergoing courses of higher education. Those figures did not include the small schools run by missions in rural districts, which imparted elementary literacy to a further 100,000 pupils. Those figures represented only a first step towards the goal of universal compulsory free education for the inhabitants of the Territory, but to have doubled in five years the number of pupils receiving instruction was surely an indication of determination to promote the educational advancement of the inhabitants of the Territory.

¹ See *Official Records of the Trusteeship Council, Eleventh Session*, 425th meeting.

16. With reference to medical facilities, in 1947 government provision for medical expenditure had been less than £500,000; in 1951 it had been well over £1 million. In 1947, at hospitals and dispensaries, 92,000 in-patients and 2,700,000 out-patients had been treated. In 1951 the number of in-patients treated had been 156,000 and the number of out-patients had risen to 4,300,000. Those who wished to find further evidence of the developments effected in the social field should study the annual report for 1951,² which was available to all members of the Committee.

17. In addition to the foregoing, the United Kingdom Government had been active in promoting the development of political institutions suited to the character and attainments of the peoples concerned and in consonance with the ideals and objectives of the Charter. One of the most complex problems in Tanganyika was the development of an effective system of local government. He used "local government" as a term which applied not only to municipalities and other urban areas but also to regional and provincial administrations which had to deal with areas of land and populations larger than many Member States of the United Nations. Tanganyika was not a homogeneous country. It was inhabited by many tribes, some with well-established tribal institutions capable of progressive modification towards more democratic forms. Other tribes had not developed for themselves a stable or satisfactory system of local self-government, and there new forms had to be brought in from outside. Those two types of development had to be carried out in a way which would produce a reasonable measure of uniformity throughout the country in the principles and structure of local administration, without doing violence to the traditions or inherent characteristics of the many peoples involved. It was a traditional belief of British administrators that no central government could operate effectively unless it had as its base and its training-ground a well articulated system of local democratic self-government. The Administration was attempting, at the same time as it developed the systems of local self-government, to procure significant advance at the centre and to give those who were capable of exercising it the power and the responsibilities. The most recent proposals for constitutional reform, approved in June 1952 by the United Kingdom Government, were fully described in the Trusteeship Council's report. They represented a sincere endeavour to apply the injunction of the Charter that the Administering Authority should develop self-government, taking due account of the political aspirations of the peoples and assisting them in the progressive development of their free political institutions. It was a long road from tribal warfare to the apparatus of parliamentary democracy. Many peoples and many races had over the centuries made their home in that part of East Africa now called Tanganyika. Their interests must be reconciled and the less-advanced helped to catch up with their more vocal or energetic compatriots. The Administration had set its hand to the task of building a nation, and its achievement during the past five years was a good augury for final success in the not too distant future.

² See *Report by Her Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the General Assembly of the United Nations on the Administration of Tanganyika for the year 1951.*

18. The other two Trust Territories in Africa for whose administration the United Kingdom Government was responsible were very different from Tanganyika. In population they were slightly more homogeneous, but in every other way they were less compact and less viable. That fact had been recognized when the United Kingdom Government had first accepted a mandate from the League of Nations for their administration and again in the Trusteeship Agreements for the Cameroons and for Togoland under British administration by the provision under which the Territories were administered as integral parts of Nigeria and the Gold Coast. It had only been on that condition that his Government had been able to accept the obligations of the Charter in connexion with those Territories. It might be argued that a political error had been made in 1920 when those parts of West Africa had been fragmented and placed under the administration of two Administering Authorities. Today, however, those Territories had enjoyed the benefits of thirty years of continuous administration under forms of government and systems of education and social development to which they had become accustomed and which had served them well in promoting their economic, social and political advancement.

19. In thirty years of administration the population of the Cameroons under British administration had nearly doubled. In 1922 expenditure had amounted to £143,000 and revenue to £64,000. That deficit had been made up by the Government of Nigeria. Similar deficits had been faced and similarly met from that year until 1950. In the year 1950-1951 government revenue had been £1,200,000 and expenditure just short of £1 million. That improvement in the financial situation of the Territory could be attributed very largely to the activities of the Cameroons Development Corporation, established in 1946 with a lease from the Government of the lands formerly occupied by German plantations. The Corporation had been an outstanding commercial success and at the same time had made a great contribution to the welfare of its employees, who now numbered nearly 23,000, all of whom had had to be housed by the Corporation. The nature of the Corporation's charter placed upon it special responsibility for the welfare, education and medical care of its employees. Over £350,000 had already been spent on housing, and a further £500,000 would be spent within the next two years. A sum of £81,000 had already been expended on the building and expansion of hospitals. The Corporation's charter provided for the surplus profits in any year to be applied to expenditure on the people of the Cameroons as a whole. During the early years as much as possible of the profit was being ploughed back into the Corporation's enterprises, but already £185,000 had been expended on the Cameroons people, quite apart from large sums paid in taxation, which augmented the revenue of the Territory. But the real effect of the work of the Cameroons Development Corporation could not be expressed in facts and figures. The annual report of the Corporation for 1951 stated:

"The ocular demonstration of the effects of five years' operations of this practical experiment in welfare and development, linked with commercial enterprise, is to be found in the towns, villages and countryside of the Victoria and Kumba divisions,

where new and better houses appear everywhere, with the people better dressed, better fed and showing evidence of increasing self-respect. There is a general cheerful look of satisfaction and expectation of the future on the faces of the people which was not there five years ago".

20. The tribal form of government of 1922 had been gradually democratized until, in 1952, the Cameroons under British administration played its part in the modern Nigerian constitution. There was one Cameroonian Minister on the Nigerian Council of Ministers and there were eight members from the Territory in the House of Representatives. There were three members from the Territory in the Northern House of Assembly and one in the Northern House of Chiefs. There were two members from the Territory—one elected member and one the Commissioner of the Cameroons—on the Eastern Regional Executive Council, and thirteen elected members of the Cameroons in the Eastern House of Assembly. The franchise was extended to all adult citizens who were taxpayers and who had either a residency qualification in the constituency or were natives of the constituency.

21. In the case of Togoland under British administration, he would concentrate on two aspects of development, the political and the educational.

22. In 1920, when the British Administration had first assumed control, the Territory had consisted politically of a conglomeration of tribes presided over by their chiefs. As he had already said, Togoland under British administration was administered as an integral part of the Gold Coast. A great step forward had been taken in 1946 with the provision of a new constitution for the Gold Coast. The 1946 Constitution provided for a Legislative Council with an unofficial majority to debate and enact all legislation; its membership included one Ewe from Southern Togoland. In 1947 a Territorial Council had been inaugurated for the North on which were representatives of all Native Authorities in the Northern Territories of the Gold Coast and Northern Togoland. The purpose of the Council was to advise the Chief Commissioner, but it was intended to lead to representation of the Northern Territories on the Legislative Council. In 1948 provision had been made for Southern Togoland to elect a direct representative to the Gold Coast Legislative Council.

23. At the end of 1948 a committee had been set up by the Governor to examine proposals for constitutional and political reforms. The Committee had consisted entirely of Africans, having four representatives from each of the existing provincial councils, including for the first time the Territorial Council of the Northern Territories, as well as twenty-three other African members. The Committee had produced its report in October 1949.³ The main points of the schemes for constitutional advance as accepted by the United Kingdom Government were a greatly enlarged Legislature, almost wholly elected directly or indirectly by popular vote, and an Executive Council no longer purely advisory but responsible for the day-to-day administration of government and comprising the

Governor as Chairman, three official members and eight African Ministers appointed by the Governor from and with the approval of the Legislature. During 1949 also, the basis of representation of Native Authorities in the Southern Section of Togoland had been broadened.

24. The new Gold Coast Constitution had come into operation early in 1951 and in the same year elections had taken place in the Southern Section by universal adult suffrage and in the North by the electoral college.

25. The development of education was vital to the growth of political awareness and responsibility. In 1946, 333 schools in Togoland meant that 20,095 children were enrolled out of an estimated school-age population of 82,000. About 25 per cent of the pupils had been girls. The staff had totalled 709 teachers. There had been two schools training primary teachers and one training post-primary teachers in the Territory. Secondary education had been provided in the Gold Coast. By 1951, the number of pupils in the Territory had increased to 28,875 and the number of teachers to 1,025. In 1948 the University College of the Gold Coast, which prepared students for external degrees of the University of London, had been formally opened; students were accepted from the Territory on the same terms as from the Gold Coast. In 1948, six students from Togoland had been profiting from university education, four of them being scholarship-holders. In 1952, 44 students, including 27 scholarship-holders, were at universities. Since the beginning of 1952 all primary education had been free.

26. On the basis of his wide experience of the Trust Territories, Sir Alan would make two general observations.

27. The first was that the progress made in the Trust Territories in the last five years had been considerable and that the achievements of the Administering Authorities in leading those territories along the road towards self-government or independence were noteworthy and deserved the recognition of all those delegations whose eyes were not clouded by prejudice. He had endeavoured to prove by facts and figures that progress in the economic, social and educational fields had been considerable in all the Territories for which the United Kingdom Government was responsible, and that the people of those Territories were being safely led towards the goal of self-government or independence.

28. His second observation was that, because the Trusteeship Council was composed, in accordance with the terms of the Charter, of an equal number of Administering Authorities and non-administering Powers, its decisions and recommendations were often suspected by the Fourth Committee. It was true that the equal representation of Administering Authorities and non-administering Powers in the Council sometimes led to a deadlock, but it was quite untrue to suggest, as had been suggested, that the non-administering members of the Trusteeship Council were too conciliatory in their attitude to the Administering Authorities. That would be obvious to anyone who took the trouble to refer to the records of the Trusteeship Council or who realized the number of occasions when the representatives of the Administering Authorities had had to

³ See *Gold Coast: Report to His Excellency the Governor by the Committee on Constitutional Reform, 1949*, London; His Majesty's Stationery Office, 1949, Colonial No. 248.

oppose strongly the views or resolutions advanced by non-administering representatives.

29. The non-administering representatives had acquired by their work in the Trusteeship Council, and in some cases by personal visits to Trust Territories, a considerable amount of knowledge of the problems in Trust Territories, and a real sense of proportion based on their experience. When they found themselves in agreement with the Administering Authorities, might not that agreement be based on a greater knowledge of the facts and problems than could be possessed by those who lacked that experience?

30. The United Kingdom Government felt that it was carrying out its obligations under the Charter in respect of the Territories for which it was responsible under the Trusteeship System, and that it was entitled to have that fact recognized by the Fourth Committee. It realized that much remained to be done in the Trust Territories, but it was determined to continue its work for the progressive advancement of the peoples of the Territories in economic, social and educational matters until they finally reached the goal of self-government or independence.

31. Mr. FORSYTH (Australia) paid a tribute to the objectiveness and sincerity of the President of the Trusteeship Council and hoped that the debate on the Council's report would be conducted in the spirit he had urged. The report contained a thoroughly considered set of recommendations from one of the principal organs of the United Nations. That fact should be borne in mind throughout the discussion.

32. He wished to give a brief review of Australia's progress in the Trust Territory of New Guinea, based on a statement by Mr. Hasluck, the Australian Minister for Territories, on 28 October 1952, which was 'more up-to-date than the Australian Government's annual report to the Trusteeship Council.⁴ The information necessarily referred to both New Guinea and Papua, since the two territories had common services and were administered under an administrative union. The facts relating to Papua were not of direct concern to the Fourth Committee at that juncture, but they were impressive as an illustration of the policy, conduct of administration and principles of the Australian Government.

33. Australia had an immense task in Papua and New Guinea, where, owing to physical and social conditions, the complexities and difficulties were probably greater than among any other dependent people in the world. Its national tradition in the care of dependent peoples in that area dated from early in the twentieth century, before either the League of Nations or the United Nations had come into existence. The Australian Government recognized that it was still very far from overcoming all the difficulties, but felt that the Australian record needed no apology.

34. During a large part of the war the whole of New Guinea and much of Papua had either been under enemy occupation or a battle-ground; life had been disrupted and a great deal of physical destruction

caused. The work of rehabilitation and reconstruction had been begun even before the end of the war and it had been continued after the restoration of civil government in October 1945 by a gradually increasing civil administrative service, side by side with which the Christian missions had also been able to resume their work.

35. Greater determination than ever was being shown by the Administration, the missions and the European immigrants in the development of the Territory's resources and the advancement of its peoples. Though much remained to be done in the way of reconstruction and the provision of basic services, the Territory was gradually entering on a developmental stage in its history. The circumstances were a challenge to even greater effort among the 1,750,000 indigenous people whose social, economic and political development Australia regarded as a sacred trust.

36. Since the restoration of the civil administration in October 1945, more than £28 million had been spent in reconstruction and administration, the Australian Parliament providing £21 million and the remainder coming from the revenue of the Territory. Mr. Hasluck had said that Australia would have to be prepared to do even more than that if it was to succeed and give reality to its ideals.

37. Since the war the indigenous inhabitants had been assisted and encouraged in the restoration of their villages and, where rebuilding had been necessary, an attempt had been made to achieve a better standard. The Government had provided funds for compensation for war damage and up to 30 June 1952 payments made to indigenous inhabitants totalled approximately £1,400,000.

38. Expenditure for health services in the Territory amounted to £1,500,000 per annum. The European staff of the Department of Health numbered 286, including 54 medical officers, 96 medical assistants and 58 nursing staff. In addition there were about 3,000 indigenous medical staff. The Department of Health operated 68 hospitals—55 of which were for the indigenous inhabitants—6 medical schools for indigenous medical assistants, and nearly 600 aid posts in the villages. A considerable amount of health work was also being done by the missions, with financial assistance from the Government. They employed 160 Europeans, including 13 qualified doctors and dentists and 88 nurses, and conducted 48 hospitals and 270 village aid posts. An extensive anti-tuberculosis programme was being carried out and over 300,000 indigenous inhabitants had received Mantoux tests, B.C.G. vaccinations, or both. Steady progress had been made in the anti-malaria programme by town anti-malaria squads and instruction in the villages. Thousands of acres of swamps were being drained to reduce malaria and make agricultural land available.

39. The Government had made considerable progress in the field of education but as in health matters, it had been handicapped by the lack of trained staff. The Administration conducted 85 schools, 69 of which were for the indigenous inhabitants. It employed 260 teachers, 77 of whom were Europeans and Asians, the balance being trained indigenous inhabitants. Some 4,000 indigenous inhabitants were attending indigenous schools, in addition to 750 Europeans and Asians at-

⁴ See *Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1950, to 30th June, 1951*, Commonwealth of Australia, 1951.

tending their own special schools. There were three teacher-training schools. Valuable work was also being done, with government financial assistance, by the missions, who conducted 3,400 schools and employed over 4,000 indigenous teachers and nearly 400 European teachers. Over 142,000 indigenous inhabitants were attending mission schools. Generally speaking, such schools gave only elementary teaching and most education at a higher level was given by the Government, although there were exceptions.

40. Responsibility for the maintenance of law and order, the care and welfare of the indigenous people and the penetration of uncontrolled areas rested with the Department of District Services and Native Affairs, which employed approximately 350 European officers. Since the war, penetration of the uncontrolled areas, mainly in the wild mountainous region in the heart of the Territory, had resulted in the establishment of 28 new administration posts through which the Administration had come into contact for the first time with thousands of indigenous inhabitants. The police force consisted of 63 Europeans and 2,500 indigenous constabulary. In addition, the European officers of the District Services acted as auxiliary police officers. Under European officers, the indigenous constabulary carried out normal police duties in the town areas and accompanied the officers of the District Services on patrol work to ensure the maintenance of law and order in the outlying areas.

41. The Department of Agriculture operated a number of experimental and livestock stations in Papua and New Guinea. Such stations carried out agricultural experiments, aided general development and served as bases for the agricultural extension officers who showed the indigenous inhabitants in their village gardens how to improve their agricultural methods, and as demonstration centres for the indigenous inhabitants of the surrounding areas. Among the activities of the various stations were cocoa breeding, selection and propagation; manila hemp selection and propagation; entomological research on pests of cocoa and coconuts; seed production for cocoa, coffee, fibres and native foods; the demonstration and testing of oil palm, soya bean, pyrethrum, kapok, pepper, cinammon, vanilla, derris, coffee, tea, castor bean, rubber, tobacco, peanuts, bananas, native and introduced food crops, fodder and cover crops and animal husbandry. Cinchona bark was produced for use by the Department of Health in controlling malaria. Experimental work was being carried out on the mechanized production of rice, the breeding and selection of rice strains and the production of rice seeds.

42. At one station beef cattle were being bred for distribution in the highlands districts and as foundation herds for the coastal areas. Another station was investigating and demonstrating methods of permanent agriculture, combined with the use of livestock, suited to the highlands districts. There were a number of other livestock centres.

43. In New Britain the indigenous inhabitants were being encouraged to grow cocoa and had shown enthusiasm for the crop. Over 500,000 trees had been planted by June 1952 and selected indigenous inhabitants were being instructed in cocoa-growing techniques. As the result of work at another station indi-

genous inhabitants were growing and marketing quantities of coffee and were being encouraged to grow passionfruit.

44. Three important indigenous rice-growing projects had been introduced by the Department of Agriculture, one in the Mekeo District, one at Amele and one at Dagua, near Wewak. Such projects were intended to show the indigenous population the value of rice as a cash crop and to encourage them to grow it as such. They had been very successful; for example, fifty-nine villages were taking part in the Amele project. The Department made rice mills and other machinery available on easy terms. Some mills had already been fully paid for by the indigenous inhabitants.

45. New and improved varieties of native foods had been introduced and, after they had been tested on the stations, seeds and planting material had been distributed on a wide scale. The Animal Industry Division had bred and distributed between 2,000 and 3,000 pigs to the indigenous inhabitants and it had inoculated large numbers of pigs against anthrax.

46. The Department of Agriculture had given numbers of indigenous inhabitants agricultural training on its stations and had subsidized the missions to give similar training. Of the 90 officers in the Department of Agriculture, 33 trained agricultural and animal-industry officers specialized in some aspect of agricultural work among the indigenous inhabitants and a number of scientists were engaged on work of indirect benefit to the indigenous inhabitants. More staff were being recruited to fill a number of new scientific and technical posts.

47. Since October 1945 approximately £4 million had been expended on public works. Indigenous welfare projects included the reconstruction of villages and hospitals, the provision of accommodation for indigenous labour, and indigenous schools and education centres.

48. In 1949 there had been 100 indigenous co-operatives in the Territory, 70 of which had subsequently been amalgamated into 21 larger societies. There were now 145 societies, 31 of which were copra-production co-operatives, 70 copra-production and consumer co-operative stores, 19 consumer co-operative stores, 2 building co-operatives, 19 rural progress rice societies and 4 co-operative wholesale associations.

49. The employment of indigenous inhabitants was carefully regulated from the time of recruitment to their return to their villages. Suitably supervised, it could be a means of educating the indigenous inhabitants and raising their standard of living as well as meeting the needs of industry. There were 52,500 indigenous inhabitants in employment of one kind or another.

50. Under the Native Village Councils Ordinance, 1949, the Administrator could establish Native village councils and provide for their constitution, having regard to Native custom in the area. Four such councils had been established. The members were elected by secret ballot and were representative of all groups in the villages. The councils were empowered to make rules, subject to the laws of the Territory, on three main categories of subjects: first, the maintenance of law, order and good government; secondly, provision, in association with the Administration, of social and

public services together with such additional facilities as the financial resources of the councils would allow; and, thirdly, the peace, order and welfare of the Native community in the area. The rules were subject to the approval of the district commissioner, after which they were binding upon the indigenous inhabitants in the area. Offences could be dealt with before a court for Native affairs. With the approval of the Administrator, the council could levy rates and taxes and make charges for services rendered.

51. In areas where Native village councils had not been established, unofficial village councils continued to function as purely advisory bodies. Officers of the Department of District Services and Native Affairs were guiding such groups in the ways of local government and assisting them towards the time when they would be able to assume the functions and responsibilities of official village councils.

52. The Legislative Council of the Territory of Papua and New Guinea had been inaugurated on 26 November 1951. It had been constituted under the Papua and New Guinea Act, 1949-1950, and consisted of the Administrator as President, sixteen official members nominated by the Administrator, three non-official members elected by the electors of the Territory, three non-official members representing the interests of the Christian missions, three non-official indigenous members—two of them from New Guinea—and three other non-official members. The Legislative Council was empowered to make ordinances for the peace, order and good government of the Territory. Its ordinances had no force until assented to by the Administrator or, in certain cases, the Governor-General. An ordinance assented to by the Administrator could be disallowed by the Governor-General within six months from the date of assent.

53. There were twenty-nine missions operating in the Territory; over 1,000 non-indigenous persons were serving in the mission field and there were over 500,000 indigenous mission adherents.

54. A disaster had occurred in January 1951 in the borderland between Papua and New Guinea, namely the eruption of Mount Lamington. The Administration had had to resettle and rehabilitate more than 6,000 indigenous inhabitants who had been forced to leave their villages and gardens. The first action had been to establish refugee camps and set up the necessary administrative, medical, educational and other services. Within five weeks of the disaster, 2,000 people had been resettled in new villages and little more than twelve months later the whole 6,000 had been settled in their own homes. Resettlement was complete, but the work of physical rehabilitation was still going on. The rehabilitation work included the building of roads and air-strips, the re-establishment of indigenous subsistence agriculture, the construction of essential buildings and the supply of transport and other equipment. The cost to the Australian Government was approximately £65,000.

55. In conclusion, Mr. Forsyth submitted that those facts showed the great progress accomplished in a very difficult Territory and the energy and loyalty with which the Australian Government was fulfilling the objectives to which it had subscribed in placing New Guinea under the Trusteeship System.

Requests for oral hearings (A/C.4/219, A/C.4/220) (*continued*)

56. The CHAIRMAN recalled that two requests had been received for hearings before the Fourth Committee: the first from the Bloc Démocratique Camerounais (A/C.4/219), and the second from the Union des Chefs du Nord Togo and the Parti Togolais du Progrès (A/C.4/220). As there were no objections, he suggested that the Committee should accept both requests.

It was so decided.

57. Mr. RYCKMANS (Belgium) noted that the Belgian delegation was not in agreement with the principle of accepting such requests for hearings before the Fourth Committee.

58. Mr. FORSYTH (Australia) asked whether there had been any Press release in connexion with document A/C.4/213/Rev.1, a cablegram from the Territorial Assembly of the Cameroons under French administration, and document A/C.4/218, containing the texts of 63 cablegrams supporting the Territorial Assembly's protest against the decision to hear a representative of the Union des Populations du Cameroun, and if not, what the reason had been.

59. Mr. HOO (Assistant Secretary-General in charge of the Department of Trusteeship) said that there had been no Press release because the Press releases were confined to debates in the principal organs of the United Nations or to major documents which constituted agenda items. The documents in question were in general distribution and available to the Press.

60. Mr. FORSYTH (Australia) said that on 6 November, Press release GA/T/231 had been issued stating that the Committee had decided to hear the spokesmen of five organizations in Africa, with some details regarding those organizations. The documents he had referred to were of wide interest and as deserving of publicity as the Committee's decision to hear other spokesmen.

61. Mr. DE MARCHENA (Dominican Republic) said that his delegation intended to submit a draft resolution proposing the constitution of a small sub-committee to study briefly the problem of requests for hearings addressed to the Fourth Committee and the possible establishment of standards of procedure for dealing with such requests, and to submit a working paper to the Committee for a decision on the matter.

The meeting rose at 12.50 p.m.