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CONDITIONS IN THE TRUST TERRITORY OF NEW GUINEA

Report of the Drafting Committee

Chairman: Mr. Carlos Quesada Zapiola (Argentina)

1. At its 341st meeting on 13 March 1951 the Trusteeship Council appointed a drafting committee composed of the representatives of Argentina, New Zealand, Thailand and the United States of America to prepare, on the basis of the discussions which had taken place in the Council, that part of the Council's report to the General Assembly dealing with conditions in New Guinea.
2. The Drafting Committee held two meetings on 14 March 1951 and at its first meeting elected Mr. Carlos Quesada Zapiola (Argentina) as Chairman. In the course of these meetings the Committee prepared and approved the attached draft which it recommends the Council to adopt.
3. In preparing this draft, the Committee used as a basis for its work the Secretariat working paper (document T/L.136), which was prepared according to the formula generally approved by the Council at its 319th meeting on 5 February 1951. In the light of the additional information submitted to the Council by the Special Representative from the Territory, the Committee amended the factual information contained in the working paper with the purpose of bringing this information up to date.
4. On the basis of the general discussion by the Council of conditions in the Territory, the Committee drafted a number of observations, conclusions and recommendations which it considered as reflecting the opinion of the Council as a whole, and embodied them in the draft under the relevant subject headings.
5. The Committee decided to propose no resolution concerning the Administrative Union of New Guinea as it felt this could be more properly considered by the Standing Committee on Administrative Unions.

/CONDITIONS
T/L.160

CONDITIONS IN THE TRUST TERRITORY OF NEW GUINEA

I. GENERAL

Land and People

The Territory of New Guinea lies close to the equator and consists of approximately 600 islands. The most important of these are that part of the island of New Guinea which is bounded on the west and south by Netherlands New Guinea and Papua respectively, and the adjacent islands of New Britain, New Ireland and Bougainville. In geographical structure the surface of the islands are markedly diverse, but the greater part of the land area of about 93,000 square miles consists of rugged mountains covered with dense tropical vegetation. Many of the smaller islands are volcanic craters which rise abruptly from the ocean, some of which are still active. Soils generally are suitable for the growth of a great variety of tropical crops.

The climate is tropical with important regional variations in rainfall, temperature and humidity. Seasonal changes consist of steady southeast trade winds during one part of the year and the intermittent north-west monsoon at another period. Rainfall is abundant in most areas throughout the year. No established dry belts exist and droughts for more than short periods are unknown.

During the year the boundaries of four districts were changed for administrative purposes and with the aim of bringing together similar types of indigenous inhabitants.

The enumerated indigenous population at 30 June 1950 was 770,055 and with the additional estimated population totalled 1,071,105. The estimated non-indigenous population totalled 8,680 of which 6,201 were of European nationalities.

On the basis of their physical and linguistic characteristics, the indigenous peoples are classified broadly as Papuans, Papuo-Melanesians, Negritos, Micronesians and Polynesians. The number of Papuan languages spoken in the Territory is unknown, but is felt to be greater than the number of Melanesian languages of which 53 are known. Melanesian-pidgin which is becoming the lingua-franca for the whole Territory includes a large number of words of English derivation.

Peaceful Penetration

In the total area of the Territory 60,820 square miles are under administrative control. In the remaining uncontrolled areas, 11,280 square miles are under administrative influence, 2,610 square miles are under partial influence, and 18,290 square miles have been penetrated by patrols.

The Administering Authority expects that the entire Territory will be under full government control by the end of 1954.

Indigenous inhabitants are brought under control by means of peaceful penetration which, according to the Administering Authority, is accomplished by administration parties proceeding from villages under government control into uncontrolled territory. Messages are conveyed by Natives to the people in the uncontrolled area. A patrol party then proceeds into that area. If it receives a hostile reception, it withdraws, otherwise gifts are presented and talks are exchanged through interpreters who explain the object of the visit and tell the people what the Administration has done in areas under its control. Subsequently the people are visited by further patrol parties.

At its fifth session the Council recommended that the Administering Authority should (a) review the actual application of the policy of peaceful penetration with a view to preventing the recurrence of such tragic incidents as the killing of five members of the Dika tribe; (b) recruit more mature and more adequately trained patrol officers, and instruct them in the principle and proper practice of the policy; and (c) take all possible steps to establish such conditions in the controlled areas that the inhabitants of the uncontrolled areas may realize the benefits that modern administration may give them.

At the eighth session the special representative informed the Council that before patrols set out, they are given very detailed instructions in regard to the area they are to penetrate and the action they are to take, and they are led by experienced officers.

The Trusteeship Council, noting with satisfaction that further sections of the Territory have been brought under the control of the administration and noting that the Administering Authority contemplates bringing the whole of the Territory under full administrative control by the end of 1954, expressed the hope that the Administering Authority will make all possible efforts to complete this task.

General Considerations

The general impression received by the Visiting Mission in the Territory was that the heavy damages of the recent war had not yet been fully repaired. Living conditions of the indigenous inhabitants were generally the same as before the war, but living and working conditions of other communities were below pre-war standards.

With few exceptions, no regional or territorial consciousness was noted on the part of the population. From its brief contacts, the Mission gained the impression that, in general, the indigenous inhabitants had placed their trust in the Administering Authority and were expecting it to raise them at a quick pace to a comparatively high level of economic and social progress;

The Mission noted that the Territory with vast possibilities was still an almost virgin territory for development, where almost all road communications needed to be built, and the need for capital investment was enormous.

The Trusteeship Council, noting the great difficulties which confront the Administering Authority in the political, economic, social and educational development of the Territories, commends the Administering Authority for such progress as has been made during the period under review and hopes that the Administering Authority will be made to continue and intensify its efforts for the development of the Territory.

II. POLITICAL ADVANCEMENT

Administrative Union of Papua and New Guinea

In November 1947 the Administering Authority decided to make provision for an administrative union of the Trust Territory of New Guinea with the neighbouring Australian territory of Papua. At its third session the Trusteeship Council was provided by the Australian Government with a statement of the reasons for this decision and a copy of a Bill for the purpose of implementing the decision.

According to the Bill the territories of Papua and New Guinea were to be administered jointly by a single administration. An Administrator of the combined Territory advised by an Executive Council would be charged with the duty of administering a Government of the combined Territory. Provision was made for Advisory Councils for Native Affairs and for Native Village Councils, the former advising the Administrator in matters affecting the welfare of the indigenous population. The Native Village Councils would have such functions as might be provided by ordinance. A Legislative Council for the combined Territory would be composed of 29 members, of whom three would be elected on conditions prescribed by ordinance; the others, including three indigenous members, would be appointed. A single judiciary would be established for the combined Territory. It was provided that the Governor General could, by proclamation, define provinces within the combined Territory by such name and with such boundaries as might be specified in the proclamation. By the terms of the Bill, there should be expended annually upon the administration, welfare and development of New Guinea an amount not less than the total amount of the public revenue raised each year in respect of the Territory. The Bill required that the Administrator should reserve for the Governor General's pleasure any ordinance of the Legislative Council which in the Administrator's opinion might not be fully in accordance with Australia's treaty obligation under the Trusteeship Agreement.

The position of the Administering Authority was that the Bill was submitted for the information of the Council, so that the Government might have the advantage of the views of the members, but that the Trusteeship Agreement made the Administering Authority responsible for decisions as to the form of government of a Territory. It felt that the drafting of the Bill made it clear that political union was not contemplated, but was willing to make the Bill clearer in this

/respect.

respect. Further, it asserted that the supervision of the Trusteeship Council could and would be fully preserved in regard to the Trust Territory.

At this same session the Council took the position that the establishment of the union was a highly important problem of serious consequence. It considered that, insofar as the problem as to whether or not the proposed union was within the terms of the Trusteeship Agreement was partly judicial in nature, it might to that extent be resolved by recourse to the International Court of Justice. The Council was not entirely convinced that the proposed union between New Guinea and Papua might not go so far as to compromise the preservation of the separate identity of the Trust Territory. It considered also that the establishment of a union of the kind proposed imposed an embarrassing burden on the judgment of the Council, and that it might constitute a difficulty in the way of the discharge by the Council of its responsibilities under the Charter. The Council was firmly determined that the proposed union must not lead to a union of a closer permanent nature with still greater implications. It expressed concern lest the power conferred on the Governor General by section 11 of the legislation, of defining provinces in the combined territories, might allow provinces to be so defined as to include portions of both Territories, which might result eventually in obliterating the territorial boundaries and rendering difficult the supervision by the Council of the Trust Territory. The Council considered that a single tariff system for the two territories under section 73 of the legislation should not affect the obligation of the Administering Authority to apply to the Trust Territory the provisions of Article 76 of the Charter respecting equal treatment in social, economic and commercial matters for all members of the United Nations and their nationals. The Council accordingly recommended that the Administering Authority review the matter of administrative union in the light of the foregoing conclusions, and also in the light of the views expressed in the Council, and that it inform the Council of the results of its review.

Recommendations, by the Council at its fifth session, regarding the Legislative Council appear in the section devoted to this topic.

The Administering Authority took into consideration the conclusions and recommendations made by the Council at its third session as well as the observations made by individual members. To meet these conclusions, recommendations and observations, the Administering Authority made the following amendments, which were embodied in the Papua and New Guinea Act, 1949:

- (a) Sections 8 and 10 emphasized that the identity and status of the Territory of Papua as an Australian possession and the Territory of New Guinea as a Trust Territory would continue to be maintained;
- (b) Section 11 of the original bill, permitting the Governor General to define provinces within the Territory of Papua and New Guinea with such boundaries as might be specified by proclamation, had been omitted;
- (c) Section 36 (4) provided for a definite assignment to the Trust Territory of non-official representatives in the Legislative Council;
- (d) Section 73 in the original bill concerning tariff had been omitted.

At its seventh session the Council was informed that the question of increasing the number of indigenous members of the joint legislature had been under examination but not yet decided. The composition of the Council would be further examined before the Council was brought into being. No decision had yet been reached concerning the establishment of a separate legislature for the Trust Territory. Representation of the indigenous inhabitants would be progressively increased as they were brought to a stage where such responsibilities could be shouldered.

At its seventh session the Council completed its study of questions arising in connexion with customs, fiscal and administrative unions or federations and common services involving Trust Territories in accordance with resolutions 224 (III) and 326 (IV) of the General Assembly. The resolution adopted by the Council^{1/} contained the following observations and recommendations concerning the administrative union of Papua and New Guinea. The Council noted that the Government of Australia, although not recognizing any obligation to consult the Trusteeship Council before establishing administrative unions, had in fact informed the Council of its intention to establish the administrative union and had in fact made certain changes in the Papua and New Guinea Act, 1949, in response to the Council's request. It noted further the statement of the representative of Australia that no extension of the existing administrative union was contemplated, that the Government of Australia would continue to furnish separate, financial, statistical and other data for the Trust Territory as well as for the unified administration as far as it pertained to the Trust Territory. The Council took

note of the fact that the Government of Australia had invited the Visiting Mission to visit the headquarters of the central Administration of Papua and New Guinea situated outside the Trust Territory and of the assurance that the Government of Australia would continue to co-operate fully with the Council in the discharge of its responsibilities.

The Council considered that, in view of the present circumstances in the Territory, the present judicial system therein sufficiently safeguarded the interests of its inhabitants but was of the opinion that the matter should be kept under review. Noting that the Legislative Council had not yet been constituted (and that the Government of Australia had thus far come to no decision in respect of General Assembly resolution 326 (IV) concerning the desirability of establishing in each Trust Territory a separate legislative body) the Council drew attention to its recommendation adopted at its seventh session which expressed the hope that the Administering Authority would take into account the relevant recommendations of the Council at its fifth session on this question, and requested it to inform the Council of the results of this examination.

The Council took note of the statement of the representative of Australia that there was no substantial opposition to the existing administrative union and noted that no change with regard to the administrative arrangements affecting the Territory were contemplated at that time.

General Administration

On 1 July 1949 the Papua-New Guinea Act, 1949, providing for the administration of the Trust Territory in administrative union with the Territory of Papua, which had been passed by the Parliament of the Commonwealth of Australia in March 1949, was brought into operation. Under this Act the Administrator of the Territory is charged with the duty of administering the government of the Territory on behalf of the Commonwealth. The administrator is advised and assisted by an executive council appointed by the Governor General. The Legislative Council for which provision is made in the Act has not yet been established. Until its establishment the powers vested in it to make ordinances for the peace, order and good government of the Territory are vested in the Governor General.

At its fifth session the Council expressed the hope that the Administering Authority would make every effort to advance the inhabitants of the Territory, as rapidly as possible, toward the objectives of the International Trusteeship System.

/It commended

It commended the Administering Authority for its achievements so far, especially in the field of rehabilitation, but considered nevertheless that it must exert more vigorous efforts if the objective which it had set itself for the inhabitants was to be attained in the near future.

At its fourth session the General Assembly, expressed its full support of the Council's recommendations at its fourth and fifth sessions, to the Administering Authorities for the adoption by the latter of measures which would hasten the advancement of the Trust Territories toward self-governing or independence, in accordance with the objectives laid down in Article 76 (b) of the Charter.

In a petition^{1/} presented to the Visiting Mission by a paramount chief in New Ireland the desire for general progress and uplift was expressed, as well as the fear that the object of the Europeans in New Guinea was to keep the indigenous inhabitants in a primitive state. The Mission feeling that the fear expressed by the petitioner was needless, recommended that the Trusteeship Council should reassure him concerning it.

Administrative Service

The Papua and New Guinea Act provides for a territorial service consisting of such officers, appointed by the Governor General, as are necessary for the purposes of the Act and the good government of the Territory. The public service in turn is regulated by a public service ordinance and regulations made thereunder.

A staffing organization in the Territory of Papua and New Guinea at 30 June 1950 consisted of 1,573 classified positions of which 1,314 were filled by European personnel,^{2/} as contrasted with 1,567 positions of which 1,081 were filled in the preceding year.

At its fifth session, the Council noted that the shortage of staff in the Territory was a serious obstacle to its development and suggested that the Administering Authority should consider whether the conditions of service were sufficiently good to attract the most suitable type of staff, in adequate numbers, and that it should consider the advisability of employing in the Department of District Services and Native Affairs a number of older men on five or ten-year contracts until such time as a new generation of officials might be trained.

1/ T/PET.8/5.

2/ Excluding the Department of Public Works which is controlled by the Department of Works and Housing of the Commonwealth of Australia. In this Department in a total of 223 classified positions, 91 were filled.

The Visiting Mission felt that the salary, family allowances, and housing conditions under which the officers of the administration were working should be improved, in order to keep in service men already trained and to attract a large number of young and able elements required for the huge task facing the Administering Authority. The Administration explained that following an investigation carried out in order to establish a permanent public service as projected by the Papua-New Guinea Act 1949, all personnel were reclassified, but that some difficulty had arisen on a particular administrative matter, causing some delay and requiring further consultation.

At the eighth session the special representative informed the Council that since the annual report appeared with the cost of living adjustment, territory allowance and salaries shown under the new classification, there has been an increase varying from 10 to 25 per cent.

The special representative also noted that to assist in securing an adequately trained staff for the Department of District Services and Native Affairs, the Australian School of Pacific Administration has been placed on a permanent basis.

The Trusteeship Council, noting with satisfaction the increase in the number of administrative officials, noting the observations of the Visiting Mission that the salary, family allowances and housing conditions for officers of the administration should be improved, and noting the statement of the Administering Authority that cost-of-living adjustment, territory allowance and salaries have been increased by approximately 25 per cent, expresses the hope that the Administering Authority will continue to improve conditions of service for the officers of the administration and give particular attention to the improvement of their housing.

Indigenous Participation in Administration

The number of indigenous inhabitants of the Territory of New Guinea employed by the Administration in 1949 and 1950 included:

	1949	1950
Police Force	1,236	1,544
General Labourers	5,965	7,172
Agricultural Workers	538	444
Medical and Hygiene Orderlies	824	735
Clerical and Allied Positions	151	135
Artisans, Seamen and Cooks	866	848
Teachers and Educational Assistants	-	101
Total	9,580 ^{1/}	10,979

1/ An additional 85 teachers were employed in administration schools.

/At its seventh

At its seventh session the Council drew attention to the desirability of training indigenous inhabitants in increasing numbers to assume increasingly responsible positions and thus to participate to a greater extent in the administration of the Territory.

At the eighth session the special representative informed the Council that the Administration and Missions have provided and are still providing opportunities for workers to be trained in technical trades and other forms of skilled work, and he drew its attention to the facilities for professional and medical training which are described in sections of the Annual report dealing with health and education.

The Trusteeship Council recommends that the Administering Authority take all necessary steps for the training of the indigenous inhabitants of the Territory so as to enable them as soon as possible to fill more responsible posts in the administration of the Territory.

Legislative Council

The Papua and New Guinea Act 1949, provides for a legislative council for the combined Territories of Papua and New Guinea, consisting of 29 members, three of whom are non-official native members. This Legislative Council was not established during the period covered by the Annual Report 1949-50.

At its fifth session, the Trusteeship Council recommended that the Administering Authority should (a) study the possibility of increasing the number of indigenous members of the joint legislature; (b) study the possibility of establishing a separate legislature for the Trust Territory; and (c) give increasingly greater participation in the Legislative Council to the indigenous inhabitants, leading to the eventual establishment of an indigenous majority.

The Administering Authority noted: that the composition of the Council would be further examined before the Council was brought into being; that no decision had been reached concerning a separate legislature for the Trust Territory; and that representation of the indigenous inhabitants would be progressively increased as they were brought to a stage where such responsibility could be shouldered.

At its seventh session the Council, noting that the composition of the Joint Legislature for the Trust Territory and Papua would be further examined, expressed the hope that the Administering Authority would take into account the relevant recommendations of the Council at its fifth session on this question, and requested it to inform the Council of the results of this examination.

/At the eighth

At the eighth session the special representative informed the Council that the establishment of the Legislative Council was still under consideration.

Tribal System

The Administering Authority notes that the orderly way in which life goes on in villages, sometimes occupied by a thousand or more people without police or gaols, speaks highly for the Native code of behaviour and the discipline exerted by local sanctions. The Administration recognizes the customs of indigenous groups, "except where any of the practices are contrary to the conceptions of justice or morality, or are repugnant to humanity".

At its fifth session the Council recommended that the Administering Authority take steps to provide for a gradual transfer from the tribal system to a modern system of self-government based on democratic principles.

The Administering Authority noted that its emphasis on the tribal system was a matter of general policy, that no effort was made to alter it, except in the case of customs repugnant to humanity, and that the aim was rather to model it, if possible, along lines which would lend to its development.

At its seventh session the Council, noting the emphasis laid on the tribal system, recommended that the Administering Authority bear in mind the desirability of modifying this system by taking such steps as might prove practicable in the direction of introducing modern institutions.

The Visiting Mission noted that in spite of the changes brought into indigenous life during the last fifty years, the village remained, everywhere, the main feature of the Native political organization in New Guinea. Even when small autonomous groups seemed to constitute distinct entities, the village remained the frame within which most activities were organized and controlled. Activities apparently were regulated by paramount chiefs when several villages were grouped together and by Luluais or ordinary chiefs in single villages or parts of a village. The chiefs were appointed by the Administration to whom they were responsible for the order and behaviour of the population.

After noting the position of the chiefs and evidence of dissatisfaction among them, the Mission would have recommended that some measures be taken to improve their status, but it was informed that the present system of chiefs would be continued only until replaced by Village Councils.

Advisory Councils and Village Councils

The proposed functions of Advisory Councils for native matters gave them the right to "consider, and tender advice to the administrator concerning, any matter affecting in any way the welfare of Natives in the area in respect of which the Advisory Council is established." Native village councils were to "have such functions as are provided by Ordinance in relation to the peace, order and welfare of Natives in the area in respect of which it is established."

At its third session the Council recommended that the constitutions and powers of the proposed indigenous advisory and village councils should be reviewed with a view to granting them greater initiative in the conduct of their own affairs, and to preparing the inhabitants for a progressively increased part in the legislative and higher administrative organs of the Territory.

At its fifth session the Council reiterated its previous recommendations on the subject of advisory village councils, and recommended that the Administering Authority take these into account, in framing the proposed ordinance defining the powers and functions of the village councils. It recommended that provision also be made for the training of village councils in the essentials of handling public finances and that these councils be entrusted with a certain amount of financial responsibility.

Section 26 (1) of the Papua-New Guinea Act 1949, provides that:

"An Advisory Council may consider, and tender advice to the Administrator concerning, any matter affecting in any way the welfare of natives in the area in respect of which the Advisory Council is established."

Section 29 of the same Act provides that: "A Native Village Council shall have such functions as are provided by Ordinance in relation to the peace, order and welfare of natives in the area in respect of which it is established."

An ordinance approved 30 December 1949, empowering the Administrator to establish Native Village Councils by proclamation, contained the following main provisions:

(a) The duties of Councils include the maintenance of peace, order and good government in their areas and the Councils have such power and authority as are conferred by Native customs and are not in conflict with the laws of the Territory or repugnant to the general principles of

humanity. Subject to the approval of the District Officer, the Council may organize, finance, or engage in business; carry out public works and provide social services.

(b) A Council may make rules for the peace, order and good government of its area. Matters concerning which rules may be made include the protection of Natives from fraud or dangerous practices, public health, protection of flora, control of vermin and insect pests, reporting of births and deaths, movement of livestock, food for travellers, use of fire, measures to insure an adequate food supply, and generally matters which by Native custom, such a Council would regulate, providing the custom does not conflict with the laws of the Territory.

At its seventh session the Council, noting that the first village councils were to be set up and be in operation before June 1950, urged the Administering Authority to increase so far as might be possible the number of village councils during the coming year, progressively to establish them throughout the Territory, and gradually to give them increasing responsibilities.

The Visiting Mission noted that the date for the commencement of the Native Village Councils Ordinance had been postponed for administrative reasons, but that it was expected that Councils would be established in most districts of the Territory by the end of 1951. This, however, would depend greatly on the availability of Administration personnel to guide and advise chiefs and villagers and the response of the people to the new system and their ability to understand it. The Mission expressed the hope that this measure, which it felt would prepare the indigenous inhabitants for the management of their own affairs, would be applied with speed.

Noting the statement of the Minister of External Territories regarding District Advisory Councils, that "It is felt that the people of the Territory should be in a position to express their views on matters affecting their interests and it is proposed that District Advisory Councils consisting of residents nominated by the Administrator will be established to assist the District Officer in the various districts," the Mission requested more information on the composition and functions of such councils and was told that the matter was still under study.

At the eighth session the special representative informed the Council that proclamations have already been published establishing councils at Vunana in the Kokopo sub-district of New Britain, at Reimber in the district of New Britain, and at Baluan in the Manus district. He stated that it is intended, as part of the people's progressive development, both in executive responsibility and in their representative character, to establish 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, and the regional council electing members to the Legislative Council, thus completing what may be referred to as an electoral pyramid.

The Trusteeship Council, recognizing that one of the surest ways of promoting the political advancement of the indigenous inhabitants and of fostering democratic institutions is the development of organs of local government; noting with satisfaction that three Native Village Councils have already been established; recommends to the Administering Authority that it make every effort to establish additional Village Councils and, as soon as practicable, area councils in the more advanced sections of the Territory.

Indigenous Jurisdiction

No judicial tribunals exclusively composed of indigenous inhabitants were recognized as a part of the judiciary system of the Territory. Village courts exist, but they operate exclusively within traditional custom.

At its fifth session, the Council recommended that the Administering Authority should take suitable measures to give, whenever appropriate, legal status to traditional indigenous courts and practices and bring them into relationship with the existing court system.

The Administering Authority noted that under section 63 of the Papua and New Guinea Act 1949 the establishment of Native courts was authorized. These courts, composed exclusively of indigenous inhabitants, would supplement the existing courts for Native Affairs already in existence in the Territory. The establishment of village courts is still under consideration.

At its seventh session the Council noted with satisfaction the intention of the Administering Authority to give official recognition to traditional indigenous jurisdictions and at the same time bring them under the effective control of the administration.

/The Trusteeship Council

The Trusteeship Council noting the statement of the Administering Authority that the ordinance establishing native courts has not yet been promulgated; urges that the Administering Authority should implement the provisions of the Papua-New Guinea Act in regard to the establishment of native courts.

Status of the Inhabitants

The national status of the indigenous inhabitants of the Territory has not yet been given statutory recognition. Non-indigenous inhabitants retain their individual national status and citizenship.

At its seventh session the Council urged the Administering Authority to consider the adoption of measures granting the inhabitants of the Territory a distinct national status.

Civil Registration

There is no civil register in the Territory. At present the compulsory registration of births and deaths is confined to the non-Native inhabitants. The administration considers that the present stage of development in the Territory makes the compulsory registration of births and deaths among the indigenous inhabitants impracticable.

At its seventh session the Council recommended to the Administering Authority that preparations be made for the introduction of a civil register.

Suffrage

Prior to 1949 no provision for an elective body existed in the Territory and consequently there were no suffrage laws or regulations. The Papua and New Guinea Act, 1949, however, contains provision for the election of three non-official members "elected, as provided by Ordinance, by electors of the Territory" to a Legislative Council.

At its seventh session the Council recommended to the Administering Authority that a beginning be made in the introduction of methods of suffrage designed ultimately to bring about the establishment of a modern electoral system based on universal suffrage.

Maintenance of Law and Order

The Visiting Mission drew attention to a state of unrest in the Manus District known as the Paliau movement. Here, shortly before the Mission's arrival, an individual by the name of Paliau had been convicted and sentenced to six months hard labour for spreading "false reports which tended to cause trouble among the people in that he did tell one Malai of Pam that he (Paliau) had power to appoint

/members

members of a court and with them to settle all court cases, and that no cases were to be brought before Government Magistrates". This charge, it was learned, reflected only a small part of his past activities which included encouraging the population to boycott the Administration in 1946 and due to his incitement, the burning of village records and the desecration of churches, in 1946-1947. His anti-government propaganda also included anti-European and anti-Asian action, his aim being to drive all foreigners out of Manus and to make himself ruler of the island.

The new religious doctrine he spread among the indigenous people had its origin in a "vision" he had during his sleep. At the end of 1949, an area representing one-sixth of Manus island was entirely under his control. Life was completely regimented; the population was submitted to military drill and any refusal to obey Paliau's orders was met by fine or imprisonment. Prostitution was encouraged and organized; the use of money was forbidden, currency being replaced by barter; clandestine councils were set up, having extensive authority to enforce the new regime. The population was forbidden to attend Government or mission schools, to receive medical attention from Government or mission institutions, to bring any case before the courts, and generally to have any contact with foreigners. The new ways of life were enforced in the name of religious as well as political necessities. The Mission noted that the regulations regarding hygiene and sanitation were strictly applied in the villages, and that the preaching of the doctrine of the Brotherhood of Man, limited as it was, awoke a new consciousness in the minds of the people.

According to some information received by the Mission, about 3,000 persons were deeply involved in the movement, and out of about 6,000 Roman Catholics at least 1,500 had severed all relations with their clergy.

Local officials were of the opinion that the movement was rapidly declining since the imprisonment of its leader and that a strict attitude toward adherents would be sufficient to see the end of the disturbance. The Mission, however, heard speakers, including Luluais, ardently support Paliau and protest his imprisonment, and according to some information, the movement was not losing ground.

The Mission took the view that the movement could represent much more than a local and temporary disturbance arising from the disruption of the war period.

/It learned

It learned of similar movements in the Madang District, and it noted the movement known as the "cargo cult" which existed in various islands of the Pacific. It considered that the causes of the Paliau movement and the "cargo cult" may have been due to the unrest which resulted from the material display of wealth by the armed forces, an unrest which was utilized by ambitious and imaginative individuals to establish themselves in power. Since the Paliau movement and other anti-social trends had deep spiritual as well as political, social and economic implications, the Mission felt they should be kept under the closest observation to discover their full causes, so that the appropriate remedies might be taken.

At the eighth session of the Council the special representative stated that the circumstances surrounding the Paliau incident had been exaggerated; that the movement had been fully investigated, and that it had been found that a number of allegations made to the Visiting Mission could not be substantiated. Paliau was a natural leader who had been trying to improve the lot of his people and had done much to assist the Administration. He had been convicted and imprisoned for six months on a charge of spreading false reports in that he told the people he had power to appoint magistrates. He had returned to Baluan Island and the situation there was now normal.

The Trusteeship Council requests the Administering Authority to include in its next annual report full information on the Paliau and similar movements in the Territory.

III. ECONOMIC ADVANCEMENT

General Economy

The economy of the Territory is predominantly agricultural and the commercial basis is primary production, the primary processing of such products, and mining. There are no major secondary industries and the processing of export crops is confined almost entirely to the cutting and drying of copra, the fermentation and drying of cocoa beans and the relatively small manufacture of desiccated coconut.

Gold mining which constitutes an important feature of the economic life of the Territory, is, as stated in the annual report, principally in the hands of European companies, the chief area being the Bulolo-Wau valley. Although production continues to increase, it has not yet reached the pre-war level. The Territory is dependent upon external sources of supply for practically all manufactured goods and foodstuffs apart from the locally-grown subsistence crops. The majority of the firms and companies engaged in merchandising, shipping and air services, agricultural production and mining are controlled by Europeans. Store keeping and trading establishments, as well as tailoring and carpentry business, are conducted by Chinese. Distribution of consumer goods is almost wholly in hands of non-indigenous importers and retailers, though the number of native owned co-operative and other stores is increasing.

The indigenous food supply is deficient in quality rather than in quantity, and the emphasis in planning has according to the Administering Authority been on introducing better quality stocks. The main crop deficiencies are legumes and grains.

The annual report notes that work on the agricultural stations has been directed towards improvement in the quality of pigs and poultry. There are no commercial meat processing works in the Territory.

Nineteen sawmills in operation produced 1,000,000 super feet of timber during the year under review.

According to the last annual report of the Administration, its economic policy is to protect the interest of the indigenous inhabitants to the fullest possible extent, and to encourage them to participate as far as practicable in the economy of the Territory. The number of indigenous people engaged in employment outside their villages continues to increase, native copra production

/is increasing

is increasing and there is a quickening of the tempo of native development. Training of indigenous inhabitants in agriculture and animal husbandry continued during the year. The Hallstrom Livestock and Fauna (Papua and New Guinea) Trust was formed for the establishment and operation of livestock stations. Plans for the provision of suitable forms of rural credit for small-scale development are nearing completion. The annual report also contains information concerning agricultural experimental stations, several extension projects and research work. Surveys on fisheries and forestry were continued and others commenced. The Administering Authority notes that particular attention is being devoted to rice cultivation and groundnuts.

The Visiting Mission learned that the Australian Government had decided to form, in conjunction with the British Aluminum Company, Ltd., of London, a company which will be known as the New Guinea Resources Prospecting Company, Ltd. The aims of this concern would be the location and development of large-capacity hydro-electric power schemes suitable for industrial use, particularly aluminum production, and the prospecting for bauxite and minerals relating to aluminum production. Also the Australasian Petroleum was pursuing its research for oil, and there was some hope that it would be successful. However, the Mission had no precise information about the importance attached to those activities in the Trust Territory itself.

The Visiting Mission learned that the Administering Authority proposed to investigate in consultation with the Commonwealth Bank and other bank institutions, the measures which could be taken to assist persons or companies who wish to settle in New Guinea and to provide them with necessary financial facilities.

The annual report emphasizes, as the main event in the economic life of the Territory in 1949-1950, that the employment of indigenous inhabitants increased from 30,219 to 32,251.

At its fourth session the General Assembly expressed full support of the recommendations of the Trusteeship Council and of all steps leading to a greater participation of indigenous inhabitants in the profits and management of entities, public or private, engaged in the exploitation of mineral and other natural resources or in the production of, or trade in, raw materials and commodities basic to the economy of Trust Territories; it reaffirmed the principle that the interests of the indigenous inhabitants must be paramount in all economic plans

/or policies in

or policies in Trust Territories, particularly in raising the standards of living and the level of wages, and in improving housing, nutrition and health conditions and expressed its concern that the lack of budgetary autonomy in some cases and the scarcity of data in others did not allow the Trusteeship Council to make a thorough examination of the financial situation of certain Territories.

At its seventh session, the Trusteeship Council noted with satisfaction the assurance of the Administering Authority that it fully realized the importance of economic development, and that it intended to apply skill and capital to the development of the natural resources of the Territory and the establishments of new industries. The Council recommended that the Administering Authority take steps to encourage the utilization of the Territory's many resources through local industries; to compile and maintain statistical data on capital investment; and to remove formally from the legislation of the Territory the Native Administration Ordinance 1921-1938 providing for the compulsory planting of foodcrops.

In the annual report under review the Administering Authority stated that the observations and recommendations of the Trusteeship Council and the General Assembly arising out of examination of the Annual Report 1948-1949 had been noted and considered.

The Visiting Mission noted in its report that the Territory had not yet fully repaired the heavy damages of the war. Conditions under which the indigenous inhabitants are living are, generally, the same as before the war, but the living and working conditions of some communities are below the pre-war standard. The Mission considered that the Territory needed an extensive network of roads and that private enterprise should be encouraged to develop the resources of New Guinea. Consideration should also be given to the training of technicians, mechanics, carpenters and other skilled workers. From its official contacts, the Mission gained the impression that it was the firm intention of the Australian Government and the local Administration to spare no effort to advance fully the economic progress of the Trust Territory.

At the eighth session the special representative informed the Council that it was intended that both non-indigenous and indigenous people would be associated with the economic development of the Territory. Non-indigenous

private enterprise, with proper safeguards, would provide the technology, but the bulk of the work would be done by indigenous inhabitants and this would play an important part in their training and development and prepare them for an ever-increasing part in the development of the Territory.

The Trusteeship Council, noting the impressions of the Visiting Mission that it is the firm intention of the Australian Government and the local Administration to spare no effort to advance fully the economic progress of the Territory, and noting that the Administering Authority realizes that the developmental task must be a joint one between outside capital and enterprise and the indigenous inhabitants and that it is a task in which the indigenous inhabitants would have a progressively increasing share, hopes that the Administering Authority will push forward with its developmental plans and that these will lead to increasing indigenous participation in the productive economy.

Export Production and Trade

External trade for the year 1949-1950 was E9,026,777 which is an increase of E1,430,647 over 1948-1949. Imports increased by E397,926 and exports by E1,032,721. Excess of imports was E1,191,616 in the year 1948-1949 and E556,821 in 1949-1950.

The value of exports of local origin at E3,675,827 shows an increase over the previous year of E1,042,899. The principal item contributions to this increase are copra (E746,062), gold (E228,997), coconut - dessicated (E91,769) and coconuts - whole (E1,435).

With the exception of native produced copra amounting to over 5,000 tons valued at approximately E220,000, the whole of the agricultural products exported are from plantations operated by non-indigenous people.

At its third session the Council recommended that the Administering Authority should induce the indigenous inhabitants to cultivate crops for exports so as to enable them to participate in the export trade of the Territory.

Internal Trade, Commerce and Manufactures

As at 30 June 1950, 48 local and 45 foreign companies were operating in the Territory. Their objects included plantations, general trading, mining, oil drilling, airlines, banking, insurance and engineering. Nine new companies with a total nominal capital of E230,000 were incorporated during the year 1949-1950.

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The principal item manufactured in the Territory is dessicated coconut. Production increased from 215 tons to 652 tons during the year under review. Besides their small copra drying units, and the making of clay pots, nets and string bags, which are exchanged amongst themselves, the indigenous people are encouraged to engage in the manufacture of small items of furniture and the sale of native carvings such as plates, stools and walking sticks.

Customs Tariff and Preferential Treatment

All receipts from imports and exports to and from the Territory are recorded separately and no customs union exists with the metropolitan country or with the neighbouring territory of the Administering Authority. No customs agreements of any kind have been entered into with the Territory and no preferences are given in the Customs Tariff of the Territory on imported goods.

The Customs Tariff (Papua and New Guinea Preference) Act, 1936, of the Commonwealth of Australia provides that certain goods specified therein, the produce of Papua and New Guinea, shall on importation into Australia direct from the Territory, be free of duty. The goods specified include cocoa beans, coffee, dried fruits, fresh fruits, ginger, grain and pulse, gums, nuts and spice. This preference was granted to encourage and assist the production of these goods in the Territory.

In this connexion the Visiting Mission noted that it was the intention of the Administering Authority to establish a uniform customs tariff for New Guinea and Papua and, at the same time, to revise the schedules of duties with a view toward moving the incidence of taxation from necessities important for the development of the Territories to less essential items. It was expected that the new tariff would take effect as of 1 July 1950.

With regard to the closer economic relationship between Australia and New Guinea the Mission was told that practical difficulties may be encountered because of the limitations imposed, on the grant of preferential treatment, by the international commitments contained in the General Agreement on Tariffs and Trade, and the proposed International Trade Organization.

Public Finance: Taxation

Revenue of the administration in 1949-1950 was derived from the following sources:

1. Direct grant by the government of Australia £2,281,140
2. Internal revenue of the Territory £ 942,077

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The direct grant by the Australian Government is not repayable and does not bear interest. The amount of the grant increased from £1,109,494 for the year 1947-1948 and from £1,588,840 for 1948-1949 to its present level.

Expenditure also increased and in the year under review amounted to £3,223,217 against £2,593,304 in the previous year.

Among the internal receipts the most important items were customs (£719,665) and mining receipts (£69,152).

No direct taxation was imposed in the year under review. The provision for the payment of a direct Head Tax was not operative during the year and the question of the abolition of the tax is under consideration.

The Native Village Councils Ordinance passed during the year provides that subject to the approval of the Administrator, councils are empowered to collect fees and taxes which shall be paid into a fund, called village treasury fund, for communal projects and to carry on the affairs of the Council.

At its third session the Council recommended earnest consideration be given to ways and means of increasing the revenue of the Territory.

At its third and fifth sessions the Council recommended that the whole fiscal system of the Territory should be examined with a view: to alleviating the burden of indirect taxation; to introducing direct taxation based on the individual's capacity to pay; and to abolishing the Native head tax. At its seventh session the Council welcomed the statement of the Administering Authority concerning its intention to introduce new forms of taxation in the Territory, and expressed the desire to be informed of the steps taken in this regard.

The Visiting Mission inquired in Port Moresby and Canberra about the policy of the Administering Authority with regard to the imposition of an income tax and the suppression of the provisions for the levying of the head tax, and learned that these questions were still under study.

The Trusteeship Council, noting that all questions of fiscal policy including its recommendation on the question of head tax are now under consideration, requests the Administering Authority to inform the Council as soon as possible concerning any changes it may introduce.

Currency

Australian currency and Territorial coinage are legal tender throughout the Territory. The issue and circulation of currency are governed by the Currency

Coinage and Tokens Ordinance 1922-1938. Information is not available regarding the value of currency in circulation nor of the total amounts held in savings and bank deposits.

There are two banks operating in the Territory - the Commonwealth Bank of Australia and the Bank of New South Wales; both of which have branches at Rabaul and Leq.

The indigenous people are encouraged to deposit their wages and other savings in savings bank accounts. On 30 June 1950, they held 30,241 accounts in which £505,576 were deposited.

Land

The total area of the Territory is estimated to contain 93,000 square miles (59,520,000 acres) of which 915,804 acres have been alienated from the indigenous inhabitants. The alienated land comprises 519,380 acres of freehold, 160,573 acres of leasehold, 209,240 acres held by Administration and 26,611 acres held by the Director of District services and Native Affairs as Trustee for Natives.

The Visiting Mission was informed by the Administering Authority that the indigenous inhabitants could only dispose of land when administration officials were satisfied that such disposal would not be detrimental to their interests, and that it proposed to carry out an investigation into the land holdings of the indigenous inhabitants with a view to determining what further areas would be available for non-Native development without injury to the interests of the inhabitants. The Mission attached great importance to this declaration, for it considered that the management of indigenous land constituted one of the most delicate tasks of an Administering Authority, and that land problems were generally at the bottom of any dissatisfaction among indigenous populations. It felt that if the Territory needed a considerable amount of help from outside enterprise, agricultural as well as industrial, the policy, adopted by the Administering Authority recognizing the paramountcy of indigenous ownership, constituted an excellent safeguard against future troubles. In the view of the Mission it was a safe measure that no land in the Territory could be alienated under freehold and that all requirements were to be met by leasehold only, under long term if necessary. The Mission welcomed the interest manifested by the Administering Authority for the protection of the indigenous landowners, and suggested that when and where it was possible alienated land should be

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returned to the indigenous population.

At the eighth session of the Council the special representative informed the Council that an Ordinance is being prepared providing for the establishment of a Lands Commission to investigate the land situation.

The Trusteeship Council noting from the Visiting Mission's Report that it is the policy of the Administering Authority to recognize the paramountcy of indigenous ownership of land and that it is the view of the Mission that it is a safe measure that no land in the Territory can be alienated under freehold and that all requirements are to be met by leasehold only, noting that a land commission is to be established to investigate the land situation, expresses the hope that the Council will be kept informed regarding the work of the land commission.

Forests

The Visiting Mission noted that although the forests of the Territory were extensive, they already needed a careful conservation policy. Much timber was required during and after the war for rehabilitation, and the sawmill industry had increased many times over its pre-war importance. In the future the demand for timber was expected to be greatly increased.

The Mission noted that the policy the Administration intended to pursue, as stated by the Minister for External Territories, included

"(1) An orderly development of a timber industry in the Territory on sound forestry principles with provision for reforestation of all areas ...

"(2) As a general rule rights to forest areas may be obtained only as the result of public tender, and in respect of areas that have been designated by forest officials of the Territory. There will, however, be exceptions to this general rule so as to meet the requirements of the Territory, and the Administrator will be authorized to grant timber rights over stands of timber not exceeding 5 million super feet without tender where the timber is for Territory use and not for export unless so authorized by the Administrator. Such timber rights are, however, to be regarded as emergency measures and will be limited to a period of ten years.

"(3) To meet local requirements in districts adjacent to timber supplies ... the Administrator will be empowered to issue to sawmillers authority to secure from Natives logs that will be used to supply timber for the district itself.

"(4) Royalty

"(4) Royalty will be payable to the Administration on all timber cut."

Present legislation gives the Administrator the right to acquire land by purchases from the indigenous inhabitants and declare such land as Territory forests, and also to declare as "waste and ownerless land" lands with no known-owners, and after investigation to declare such lands as Territory forests. In cases where owners are reluctant to sell productive forests, legislative action might be taken to acquire such lands in order to permit adequate measures for the preservation of forests and soils.

The Mission was informed that the Department of Forests was waiting for sufficient recruits with basic qualifications in order to establish an indigenous ranger-training school. In a number of years the Department hoped to be able to send some indigenous inhabitants to the Australian Forestry School.

Mining

Gold, and silver in association with gold, are the only mineral resources which have been commercially developed.

The rights to surface and sub-soil resources are determined under the provisions of the Mining Ordinance of the Territory which includes the payment of fees for rights, licences and leases and for payment of a royalty of 5 per cent, on all gold won. Fees and royalty are payable to the revenue of the Administration for the use and benefit of the Territory.

Gold is exported only to Australia. During the year 1949-1950 the quantity of gold produced amounted to 84,958.135 fine oz. valued at £1,210,225. The revenue derived from royalty on gold amounted to £58,595.10.6. The price of gold was increased from £10.15.3 to £15.9.10 per fine ounce as from 19 September 1949.

At its seventh session, the Trusteeship Council, noting that in the year 1948-1949 gold accounted for more than one-third of the value of all exports from the Territory, urged the Administering Authority to give serious consideration to increasing the territorial revenue from gold production either in the form of an increase in the present 5 per cent royalty or in the form of new income or business enterprise or other taxes on the gold industry.

According to the declaration made to the Visiting Mission in Port Moresby and Canberra a study of the whole question of royalty on gold exported has already been undertaken. No decision has so far been taken.

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The Trusteeship Council, noting that the question of royalties on gold exported from the Territory is still under consideration, maintains its resolution of the seventh session that the Administering Authority should give serious consideration to increasing the territorial revenue from gold production either in the form of an increase in the present 5 per cent royalty or in the form of new income or business enterprise or other taxes on the gold industry, requests the Administering Authority to give as full information as possible concerning the gold mining industry.

Copra

A stabilization fund based on a contribution of £5 per ton of copra was established after the war and now amounts to £700,000. After the deduction by the Production Control Board for this fund, and deductions for freight and other charges, the price paid producers at Rabaul amounts to £48 per ton.

The Visiting Mission noted that under an agreement operating since 1 March 1949, and valid for a period of nine years, made by the Commonwealth and the United Kingdom Governments, the entire output of copra over and above Australia's requirements for home consumption was to be purchased by the United Kingdom. Under this agreement, prices were lower than those paid on outside markets. However, the Australian Government considered that the agreement constituted the guarantee required for the pursuit of copra production. But it considered also that a fuller measure of security could be provided by continuing the operations of the Stabilization Fund. A study was being undertaken with a view to ensuring to producers a reasonable price level for a long period.

Copra supplied to Australia is sold at the same price as that fixed for copra supplied to the United Kingdom under the agreement. The Administering Authority noted that it was envisaged that the marketing of New Guinea copra would be opened to private enterprise as soon as possible, with the restrictions imposed by the necessity of allowing the agreement with the United Kingdom to be carried out, and that the Australian Government was presently negotiating with private enterprise and, eventually, the monopoly of the Production Control Board would come to an end.

Copra being an almost unique cash crop for the indigenous people, the Visiting Mission paid special attention to problems related to its production and exportation. On several occasions a complaint was repeated to it that the price paid for copra either by Chinese buyers or by agents of the Production Control Board was too low. In its report the Mission expressed the hope that

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the Administering Authority would, under a new contemplated arrangement with private enterprises, take such precautions as to ensure that all facilities would be given small producers to sell their copra at a reasonable price.

In this connexion a petition^{1/} presented to the Visiting Mission at Kavieng noted the petitioner's desire for "a fair chance to buy copra sacks" and "fair prices in the Chinese stores". The Mission recommended to the Trusteeship Council that it should inform the petitioner that the matter of fair trading had been brought to the attention of the local administration.

Transport and Communications

There are 1,931 miles of vehicular roads and 1,804 miles of bridle paths in the Territory. Heavy rains and frequent landslides made maintenance a problem and bridges were frequently damaged by the flooding of creeks and rivers.

Air communications were improved during the year as a result of increased internal air services and additional flights to and from Australia. There are 75 aerodromes throughout the Territory.

A regular passenger and freight service between Australia and the Territory was maintained and three barges were brought into commission to facilitate copra handling in Rabaul Harbour.

The Visiting Mission did not find any substantial programme for the building of roads among the major projects envisaged by the Australian Government. It expressed its conviction that the building of roads should be given a high priority, for it could not conceive of any permanent and steady progress, economic and social as well as political, if the various centres and the different areas of the Territory were not linked together by a system of main roads with which local communications could be gradually connected.

It felt that, if resources could not be found in the revenue of the Territory, including the grants from the Commonwealth, for an extensive programme of road building, the Government might envisage the raising of loans in order to provide New Guinea with the necessary funds, and might appear to private contractors for the execution of the programme.

The Trusteeship Council, noting the views of the Visiting Mission on the problems of transport and communications, noting with satisfaction the great development of air transport but noting that road construction is still

inadequate, being of the opinion that a fully developed road system is necessary for a proper economic development of the Territory and is essential for the maintenance of adequate social and educational services, as well as for the carrying out of proper functions by the administration, urges the Administering Authority to press forward with the development of communications and in particular to improve and develop the road system in the Territory.

IV. SOCIAL ADVANCEMENT

General Policy

The Administering Authority states that almost all activities of the Administration are calculated in some degree to advance either directly or indirectly the social welfare of the indigenous people, and its policy is to provide them with better health and better education. It states that the social pattern of indigenous society in the Territory renders the need for social services less pressing than it is in some countries.

The Administration notes that it is constantly promoting the social welfare of the native people, particularly through the activities of the Departments of Public Health, Education, Agriculture, Stock and Fisheries and District Services and Native Affairs; and by subsidizing the work of the various missionary organizations in the fields of health and education.

Population

A census is being conducted at present in areas under Administration control and should be completed by the end of June 1951. The information being collected in the course of the current census includes details as to ages, sexes, relationships, births, deaths and absentees from villages (those absent at work and at school). Native Village Councils constituted under the Native Village Councils Ordinance 1949, will maintain a register of births and deaths within the area of the Council's jurisdiction.

It is pointed out by the Administering Authority that certain areas of the territory are known to have problems of depopulation. Outstanding amongst these is the New Ireland District and special attention was given to that District during the year. A demographic survey of the area during the year under review was carried on which was not completed at the end of the year. But a preliminary report shows that while in 1929 there were 8,645 people in this area, there were only 6,302 in 1950.

Immigration

Immigration into New Guinea is regulated by the Immigration Ordinance 1932-40 and the Regulations issued thereunder.

At its seventh session the Council, noting that the Immigration Ordinance, 32-40, contains a provision prohibiting entry into the Territory of any person who fails to pass a dictation test in any language, recommended that the

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Administering Authority consider the possibility of removing this provision from the legislation and inform the Council of the action taken in this regard in time for consideration during its June 1951 session.

The Mission during its visit to the Territory received a petition^{1/} at Rabaul from the Chinese residents, dealing with a number of subjects including immigration. After discussions with Chinese residents at Rabaul, Kavieng and Lae the Mission noted the following categories of cases involving difficulties in regard to immigration restrictions:

- (a) Chinese who entered New Guinea before 1922 have been granted the status of permanent residents, but those Chinese who entered after 1921 are not permanent residents and must obtain every three years a permit to remain in New Guinea. It is considered by the Chinese that the year 1922 has only been selected at random and non-permanent residents are afraid that they may be discriminated against.
- (b) A certificate of exemption (from a dictation test) is granted liberally to permanent residents when they leave for visits to China. This is not the case with non-permanent residents. Unless they secure the exemption before they depart, they dare not leave.
- (c) Children born of a permanent resident father are regarded as permanent residents. Children born of a non-permanent resident father often have not been granted the status of permanent residents.
- (d) In cases of non-permanent resident husbands and their permanent-resident wives, the Chinese feared that when the husbands' three-year term of residence expires and an extension is not granted, the families will be separated.
- (e) The declared policy of the Administering Authority is that where approval is given for the entry of Chinese, their wives and children will be allowed to accompany them.

Some wives and dependents, however, face the problem of discrimination by the aforementioned selection of the year 1922 as a determining status. The wife of any Chinese domiciled in New Guinea who married her husband before 1922 is no longer subject to immigration restrictions. However, the position of wives who married their husbands after 1921 and have not yet come to New Guinea has not been determined. As a result, such wives at present

cannot come to join their husbands in New Guinea.

The Mission felt that the Administration's policy to let wives and children accompany those Chinese who are allowed to enter New Guinea has not been interpreted in the broad sense. This policy should apply to those Chinese also who have entered the Territory previously, and not be limited to approval of entry in the future.

(f) Many Chinese in New Guinea have reached the age of 60 years. When they entered the Territory years ago as young men, their wives and children remained in China. Now, in their old age, they are anxious that their sons should succeed them in their business. But their sons are now grown men and can no longer be classed as their dependents. According to the existing law, fathers must apply for entry of their sons as "assistants" or "substitutes". But as "assistants" or "substitutes" they cannot reside in the Territory permanently.

A number of Chinese businesses, therefore, inevitably face extinction at the death of their owners.

The Mission was of the opinion that under the circumstances the granting of permission for entry of permanent substitutes was logical and necessary. The Mission, further hoped that the Administering Authority would review the matter of immigration as a whole in a sympathetic spirit.

Standard of Living

The annual report notes that no family living studies have yet been undertaken in the Territory and no cost of living surveys are available.

At its fifth and seventh session the Council requested the Administering Authority to conduct, as soon as possible, cost of living surveys, at the beginning only in some typical rural, urban or mining communities, and transmit the results of those surveys to the Council; and at the seventh session the Council noted the assurance of the Administering Authority to conduct a cost-of-living survey in some of the larger towns, and requested that the result of this survey be furnished to the Council in time to be examined with the next annual report on the Territory.

The Visiting Mission also recommended that a cost-of-living survey should be made as soon as possible and studied in relation to wages.

The Administering Authority states that, as the majority of the native people follow a subsistence economy and exchange or barter any surplus of one

/crop

crop or produce, it is not practicable to conduct cost-of-living surveys. In the case of a worker, he and his family (if residing with him) are clothed and fed at the expense of the employer; he receives free medical and hospital attention and, at the completion of his period of employment, his employer pays his fare home to his village.

The Trusteeship Council notes that the information regarding a cost-of-living survey in some of the larger towns will be supplied in the next annual report.

Human Rights and Fundamental Freedoms

The annual report states that all elements of the population are secure in the enjoyment of human rights and fundamental freedoms without discrimination as to race, sex, language and religion.

At its fifth session the Council recommended that the Administering Authority revise the Police Offences Ordinance and other laws, regulations and practices relating to the power of arrest and curfew and that it review all legislation with a view to abolishing any discrimination contrary to the Charter or the Trusteeship Agreement.

At its fourth session the General Assembly recommended the abolition of discriminatory laws and practices contrary to the principles of the Charter and the Trusteeship Agreement, in all Trust Territories in which such laws and practices still existed.

The Administering Authority noted that the powers of arrest and curfew are being examined in conjunction with the review of the Criminal Code and the Police Offences Ordinance.

The Trusteeship Council urges the Administering Authority to complete the review of the Criminal Code and the Police Offences Ordinance keeping in mind the recommendations of the General Assembly at its fourth session regarding discriminatory laws and practices, as well as the recommendations of the Trusteeship Council at its fifth session regarding the revision of the Police Offences Ordinance and other laws.

Labour

The Administering Authority notes that a Native Labour Branch has been established within the Department of the Government Secretary which will conduct inspections of employment conditions at all places of employment, both Administration and private. It will advise employers and workers on their

/obligations

obligations to one another, assist in the establishment and maintenance of harmonious relations between employers and employees and mediate in industrial dispute.

The legislation relating to native labour in force at 30 June 1950 is the Native Labour Ordinance 1946, and the Regulations thereunder, which regulate contract and sanctions, industrial relations including freedom of association, conciliation and arbitration, remuneration, hours of work, housing conditions, inspection of conditions affecting labour, medical inspection, workers' compensation and rehabilitation, employment of women, young persons and children, recruiting of workers for service within or outside the Territory, movement of workers within the Territory, etc.

The Administering Authority points out that the Native Labour Ordinance is at present under review and it is expected that a new ordinance will be promulgated next year.

At the eighth session of the Council the special representative stated that since the completion of the Annual Report for 1949-1950, the Native Labour Ordinance 1946, has been replaced by a new Ordinance - the Native Labour Ordinance of 1950 - which came into operation on 1 January 1951. The Native Labour Ordinance 1950 repeals the Native Labour Ordinance 1946, but provides that any contract of services made under the repealed Ordinance and in force immediately before the commencement of the new Ordinance, shall continue in force, and the provisions of the repealed Ordinance shall, in relation to any such contract, be deemed to continue in force. This means that there will be no contracts of service in force after 31 December 1951.

He further stated that the Native Labour Ordinance 1950, provides for a simple form of civil agreement, and for casual employment, and the provisions relating to working conditions and the protection of the worker are similar to those in the repealed Ordinance, with the addition that an employee is now assured of his fare home, and for his family if residing with him at his place of employment. There are no penal provisions for breach of agreement such as provided for in the repealed Ordinance for "absent from work without reasonable excuse".

The Visiting Mission noted that the recruitment of coastal and low-level inland labourers for work at low altitudes had reached a critical stage, and the Administering Authority, therefore, permitted the employment of Central Highland
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workers in any part of the Territory subject to certain compulsory health precautions to be taken by the employers. The Mission was of the opinion that to prevent malaria infection, the issuance of nets should be made compulsory. It was assured that this would be done.

The Mission noted that much of the rehabilitation work in the Territory made necessary by war damage has been completed; but to accomplish what remains to be done and for all governmental development work which is projected, to say nothing of hoped for increase in private enterprise, much more indigenous labour would be required than is at present available.

Native Wages and Cost of Living

Section 58 of the Native Labour Ordinance provides that the minimum monthly wages for a labourer shall be 15 shillings per month. The average wage for labourers approximates 17 shillings 6 pence per month, plus rations, accommodations, medical attention, etc.

At its third session the Council recommended that the Administering Authority should establish in the future wage rates which were not merely commensurate with the cost of living according to the existing standards of the indigenous inhabitants, but which would enable them to improve their standard of living and that in establishing wage rates for indigenous and non-indigenous workers the Administering Authority be guided at all times by the principle of equal pay for equal work. At its fifth session the Council reiterated its recommendation regarding equal pay for equal work and also recommended that all possible steps be taken to readjust the existing salary and wage rates in order that there should be no differentiation except on the basis of skill, and that the possibility of increasing the minimum wage of 15 shillings per month should be studied.

At its seventh session, the Council noted the introduction of a new wage scale as from 1 January 1950 for Administration servants in the Territory and urged the Administering Authority to continue its study as to the possibility of increasing the minimum wage for indigenous workers.

The Visiting Mission was unable to assemble sufficient data to be able to express any opinion concerning the adequacy or otherwise of the wages paid; and no cost-of-living surveys were available. The Mission, however, noted that the cost of rations and clothing had already been adjusted upwards, but the minimum cash wages of 15/- a month remained the same. The Mission recommended that a

/cost-of-living

cost-of-living survey should be made as soon as possible and studied in relation to wages.

The Mission observed during its visit that services rendered by indigenous individuals to the Administration were sometimes paid for in native goods, often in shell money, or salt. The chief of a village near Rabaul showed with great pride to the Mission his wealth in shell money, said to amount in value to several thousand Australian pounds. During an interview held in Port Moresby, the Mission on asking whether it was the policy of the Administration to pay for services in kind or to pay in Territory currency, learned that instructions were to be given to all officers to have currency as well as trade goods on hand in order to satisfy possible demands for currency. The Mission felt that, in the interest of the indigenous inhabitants and of a sound economy, efforts should be made to have the currency of the Territory as the only means of payment.

At the eighth session the special representative informed the Council that it was the policy of the Administration to make payment in the currency of the Territory, but in areas recently brought under administrative influence, the change had to be gradual so as not to upset the native barter rate of exchange.

The Trusteeship Council, realizing that the real wages of indigenous workers are composed of cash wages and also housing, food, clothing, medical service and transportation for himself and for his family, if accompanied by them; finding difficulty in assessing the relationship of the real wage to the existing cost of living, requests the Administering Authority to make available to the Council detailed data on the relationship between real wages and the cost of living.

In the meantime, the Council requests the Administering Authority to give serious consideration to the possibility of further increasing the minimum cash wages.

Industrial Relations

The annual report under review contains no information on trade unions or other forms of collective bargaining.

At its third and fifth sessions the Council recommended that encouragement and training be given to indigenous inhabitants which would lead to the establishment of some form of collective bargaining and whenever possible the establishment of trade unions.

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Abolition of the Indenture System

At its fifth session the Council, noting the system of indentured labour was to be abolished within a minimum period of five years, recommended that appropriate measures be considered in order to hasten the abolition of the system.

The Visiting Mission was informed that the system would be completely abolished by the end of this year. A new system of written agreements, to be known as Native Employees' Agreements, would take its place and provide for a maximum of two years' employment. The whole relationship between employers and labourers would come under the civil law.

At the eighth session the special representative stated that under the Native Labour Ordinance 1950 which came into operation on 1 January 1951 the indenture system goes out of existence at the end of 1951.

The Trusteeship Council, noting its previous recommendations concerning the indenture system and noting that the Labour Ordinance 1950 which came into operation on 1 January 1951 abolishes penal sanctions and indentured labour by the end of 1951, expresses its satisfaction with the action taken by the Administering Authority.

International Labour Conventions

The three International Labour Conventions applied to the Territory concern: Unemployment Indemnity in case of Loss or Foundering of the Ship; Marking of the Weight on Heavy Packages Transported by Vessel; and Forced or Compulsory Labour.

At its seventh session the Council urged the Administering Authority to speed up as much as possible the process for the ratification and application to the Territory of international conventions, particularly those affecting labour and other social questions, to which the Administering Authority is a party.

Public Health

The Administering Authority states that the general policy of the Administration with regard to public health is: to control infectious diseases in the village by all methods of sanitation and treatment; to treat all diseases and develop specialist services to improve the welfare of all persons; to train an increasing number of indigenous inhabitants so that they may take an increasing part in the public health programme; and to expand, especially, infant and maternal welfare.

During the year, 57,366 indigenous inhabitants were admitted to Administration hospitals and of these 641 (or 1.12 per cent) died.

/Of the causes

Of the causes of admission 60 per cent were due to external injuries, diseases of the skin and areolar tissue, septic sores and infections, and yaws, while the three principal causes of admission - tropical ulcer (12,345 or 21.5 per cent), yaws (10,911 or 19.02 per cent) and malaria (5,435 or 9.5 per cent) represent approximately 50 per cent of the total number of admissions.

The diseases, pneumonia (189 or 29.5 per cent of deaths), malaria (73 or 11.4 per cent of deaths) and pulmonary tuberculosis (59 or 9.2 per cent of deaths) were responsible for about 50 per cent of the death rate in Administration hospitals.

The official medical personnel of the Department of Public Health included: 35 physicians and surgeons, 2 dentists, 31 qualified nurses, 273 medical assistants, 699 Native medical orderlies, 5 sanitation inspectors, 4 pharmacists, 16 laboratory assistants and 174 other personnel.

At its third and fifth sessions the Council recommended that: the existing medical services be improved; increased efforts be made to recruit sufficient numbers of qualified medical practitioners for service in the Territory; the numbers of other medical personnel be increased; a more extensive programme be introduced for the training of indigenous inhabitants as physicians and nurses and for other medical work, and that greater priority should be given to the establishment of additional hospitals, clinics and similar centres. In addition, the Council recommended, at its fifth session, that all possible steps be taken to expand and develop the public health services.

The Administering Authority reports that there has been a general improvement in the medical services. The staff has been increased, new institutions have been established, adequate supplies of modern equipment and drugs have been available, and a commencement has been made with the erection of new hospitals. A marked improvement in the staff position of the Department of Public Health was attributed largely to the decision to employ graduates from European Universities. Action was taken to invite applications from these graduates, with the result that 37 were appointed and took up duty in 1950.

In-patients increased by 14 per cent, while the hospital death-rate decreased from 1.23 per cent to 1.12 per cent. Medical patrols increased to the extent that a recorded 10 per cent more indigenous inhabitants were seen and nearly 8 per cent more were treated during patrols. In addition, 95,000 Natives were seen, and treated when necessary, during the anti-tuberculosis campaign conducted in the /Central

Central Highlands District. Medical aid was brought to at least 8,000 Natives during the medical survey undertaken in the New Ireland District during the year. The total number of Administration village aid posts in the Territory is now 172, an increase of 130 over the number of posts as at 30 June 1949. A marked increase was reported in the medical activities of the several Mission organizations operating in the Territory. Expenditures on Public Health, including aid to Missions, totalled £579,420 during the year under review.

The Administering Authority noted that difficulty was still being experienced in obtaining trained nurses, medical assistants, pharmacists, health inspectors, technicians and dental mechanics, but hoped that, with the new classification of the Public Service of the Territory which included improved salary and other conditions, the position would improve.

At its seventh session the Council noted with satisfaction the increased expenditure on medical and health services of the Territory and congratulated the Administering Authority for the steps it had taken to accelerate the recruiting of medical personnel and noted particularly that 38 medical practitioners had been recruited from among European displaced persons, of whom 24 had already taken up duty in the Territory by 31 May 1950.

The Council, however, recognizing the inadequacy in the medical services in the Territory, recommended that the Administering Authority take further steps in that direction.

In a petition^{1/} presented to the Visiting Mission by the New Ireland Club a request was made for more medical assistance. The Mission recommended that the Trusteeship Council should reassure the petitioner that this matter had been brought to the attention of the local administration.

The Mission pointed out that the physical appearance of a number of indigenous inhabitants it met, especially children with so many diseases, did not seem to indicate a very satisfactory condition of health. The Mission wished to bring this observation to the attention of the Administering Authority.

At the eighth session of the Council the special representative stated that approval had now been given for a hospital construction programme which includes Base hospitals at Lae and Rabaul; Major Regional hospitals at Wewak, Goroka, Madang and Wau; Minor Regional hospitals at Talasesa, Mt. Hagen, Kieta and

Kainantu; and Sub-Regional hospitals - 5 in the Sepik District, 4 in the Central Highlands District, 3 in the New Britain District, 4 in the Madang District, 8 in the Morobe District, 5 in the New Ireland District, 4 in the Bougainville District, and 1 in the Manus District. In addition, 4 Tuberculosis hospitals and 4 Lepor hospitals were to be built at locations to be selected, and bulk medical stores at Iae and Rebaul.

The estimated cost will be in the vicinity of EA.4,500,000, plus an additional E500,000 for movable hospital equipment and furniture as is not already held in existing hospitals. The whole programme was planned with a view to its completion within five years.

The Trusteeship Council, noting the increase in the medical and health services, in medical staff, and in medical patrols; noting the replacement of medical Tultuls by trained personnel in the villages, and noting the formulation of a five-year hospital building programme, commends the Administering Authority for the progress made in the field of public health; expresses the hope that the Administering Authority will continue its work and hopes that it will complete its hospital building programme on schedule, if not earlier.

Medical Patrols

At its seventh session, the Council, noting the use in the Territory of medical patrols transported by land, sea or air, suggested that the Administering Authority study the possibility of extending these facilities.

The Administering Authority states that during the year under review 131,471 indigenous inhabitants were examined in their villages by members of the staff of the Department of Public Health on patrol.

The conduct of patrols, it was reported, continues to be the best method of providing the great mass of the people with medical treatment and this would continue to be the case until road systems would allow the easy transport of patients to hospitals.

Criminal Code

A convicted person may in certain circumstances be declared an habitual criminal, and at the expiration of his prison sentence for a specific crime may be detained until such time as the Administrator of the Territory considers him fit to be at large.

The Criminal Code contains provision for corporal punishment but no

/sentences

sentences of corporal punishment have been imposed for a number of years.

At its fifth session the Council recommended that corporal punishment be abolished, and that legislation be reviewed with a view to ensuring provision for the judicial declaration of an habitual criminal and for the fixing of the minimum and maximum period of further punishment. The General Assembly at its fourth session recommended that effective measures be taken immediately to abolish corporal punishment.

The annual report of 1948-1949, to which reference is made in the annual report under review, states that the provisions of the criminal code, regarding corporal punishment and the unlimited powers of the Administrator to prolong indefinitely the incarceration of prisoners, are under examination.

The Trusteeship Council, noting that corporal punishment is not practiced in the Territory but that provision for its application still exists in the penal code, recommends to the Administering Authority that corporal punishment be formally abolished.

V. EDUCATIONAL ADVANCEMENT

General

Schools in New Guinea are conducted by the Administration and Missions, with the Administration exercising supervisory control over the entire school system. The Administration has stated that its policy is to seek to attain universal literacy and the development of the indigenous inhabitants as a community within their own environment. Education is not compulsory and the Visiting Mission was of the opinion that it was not practicable to apply compulsory education throughout the Territory.

During the year 1949-1950 Administration schools increased from 44 to 50 and Mission schools from 1,790 to 2,360. Mission schools are subsidized by the Administration. No school fees are required in Administration and Mission Schools.

There are five types of schools for the indigenous inhabitants: (1) Village Schools conducted by Missions giving four years of instruction in the vernacular with the teaching of English in the fourth year to students between the ages of 5 and 9 years; (2) Village Higher Schools conducted both by the Administration and Missions, drawing pupils from the 10 to 13 age groups, offering a four-year course continuing on from the Village School course and with instruction in English commencing in the second year; (3) Area Schools serving a number of villages and conducted both by the Administration and Missions in which the course is the same as that offered in Village Higher Schools; (4) Central Schools for the 13 to 16 years age groups conducted by the Administration and by the Missions and offering three-year technical and pre-vocational courses on the secondary level. According to the annual report for 1949-1950 there were 17 Higher Training Centres with an enrollment of 1,300 students. In addition to the above, there are primary schools for Europeans, Asians and Part-Natives conducted by the Administration and the Missions.

Of the 88,726 pupils attending schools in 1949-1950 (67,385 in 1948-1949) 2,827 were in Administration schools and 85,899 in Mission schools. All but 753 were indigenous inhabitants and of these 85,467 were attending Mission schools. There were 3,300 teachers in 1949-1950 as compared to 2,540 in 1948-1949; 125 were in Administration schools and 3,175 in Mission schools.

Of the pupils attending Mission schools on 30 June 1950, 75,369 were in village schools, 8,882 in intermediate schools, and 1,216 in higher training schools.

/At its third session

At its third session the Council expressed concern at the inadequacy of educational facilities in the Territory and at the consequently high rate of illiteracy, which was hindering the political advancement of the indigenous inhabitants. The Council welcomed the assurance of the Administering Authority that education was a major item in plans for the future development of the Territory, and urged the Administering Authority to press forward with the execution of these plans.

At the same session, the Council recommended that the Administering Authority put into effect the general school building programme which would at least restore in the shortest possible time the number of schools to the pre-war level.

At its fourth session the Council requested the Administering Authorities to intensify, within their possibilities, their efforts to increase educational facilities, even if this should involve an increase in the budgetary provisions for this purpose and proposed to the Administering Authorities that primary education should be free and access to higher education should not be dependent on means.

During the year 1949-1950 six Administration and 570 Mission schools were established. In the preceding year six new schools were opened by the Administration. Education is free.

The Visiting Mission expressed the view that more intensive efforts should be made to develop education throughout New Guinea at as quick a tempo as possible and with this in view, to pay special attention to the training of indigenous teachers, to the opening of more government schools and to the granting of a reasonable number of scholarships for attendance at schools in and outside of New Guinea.

The Trusteeship Council, endorses the statement of the Visiting Mission and recommends accordingly that more intensive efforts should be made to develop education throughout the Territory at as quick a tempo as possible, and with this in view, special attention should be given to the training of indigenous teachers, to the opening of more government schools and to the granting of a reasonable number of scholarships for attendance at schools in and outside of New Guinea.

Expenditure on Education

The Council at its fifth session noted the considerable increase in the expenditure for education from 1946-1947 to 1947-1948, but noting that expenditure /was still

was still low, reiterated its recommendations of the fourth session regarding educational advancement and higher education, and recommended that the Administering Authority undertake a further increase in expenditure in order to cope with the widespread illiteracy of the inhabitants and to provide for secondary and higher education and other cultural requirements.

At its fourth session the General Assembly expressed the hope that the Administering Authorities would give, in preparing their budgets, special prominence to improving and increasing educational facilities.

Expenditure on education, including the Native Reconstruction Training Scheme, by the Administration in 1949-1950 was £282,669 as compared to £135,097 and £97,257 spent on education during 1948-1949 and 1947-1948 respectively. This sum represents 8.7 per cent of the total expenditure as compared to 5.2 per cent for the previous year. The Visiting Mission has noted that the budget for 1950-1951 provides for an expenditure of £280,000 plus £170,000 for technical training. The Mission was informed that this would represent approximately 10 per cent of the Territorial budget.

Adult and Mass Education

Plans prepared for adult or mass education according to the Administering Authority provide for integrated work by a number of Departments and include provisions for the utilization of radio, films, publications and other media of mass communication. Preparatory work has been commenced in the Maprik Education Area where it is proposed to extend on the adult level educational work of the Area School type.

During 1949-1950 a half hour daily broadcast programme was maintained for adult indigenous listeners by the Department of Education. A programme of visual education is being carried out and during the year 1949-1950 there were 268 screenings and 97,502 attendances.

The Administering Authority states that an experimental mass literacy campaign in one District, following the Laubach system, has met with considerable success; the work will not be extended until suitable vernacular reading material for the newly literate can be made available. A Mass Literacy Educational Committee has been established to collect and distribute literature suitable for use in the mass literacy campaign. Both the Department of Education and the Missions publish periodicals in the vernacular.

The Trusteeship Council hopes that the Administering Authority will continue and expand its mass literacy campaign.

/Higher

Higher Education

At its third session the Council recommended that the Administering Authority devote special attention to the provision of education beyond the rudimentary stage, including the establishment of scholarships or similar facilities for higher study outside the Territory.

In a petition^{1/} presented to the Visiting Mission by a paramount chief in New Britain the petitioners noted that although they wished to send their children to school outside the Territory and would pay their expenses, this had been refused. The Mission recommended that the Trusteeship Council should reassure the petitioner that there was no bar to indigenous children going to Australia for education provided they were qualified to take their places in an English speaking school and satisfactory arrangements were made by their parents to pay their expenses.

The Administering Authority has stated that provision is made for persons for whom higher education is warranted to attend institutions in Australia. Facilities for professional and vocational training in medicine, health and technical subjects are planned but have not yet been provided in the Territory. According to the Visiting Mission these proposals must wait upon the teacher-training scheme for their fulfilment.

Teacher Training

According to the Administering Authority there are not yet enough teachers, indigenous and non-indigenous, to meet the demand for education. The Visiting Mission was of the opinion that this was the limiting factor both with regard to the number of schools and to the standard of education provided in them. In 1949-1950, 84 indigenous students were receiving their initial teacher training at one institution where a two-year course is provided. A second teacher training establishment will enroll students early in 1950-1951. The majority of indigenous teachers in Mission schools were trained before World War II; the lack of any great increase in their numbers is attributed to the difficult post-war rehabilitation period through which the Missions had to pass. A training scheme for European Education Officers is in operation.

The Council noted at its third session the inadequacy of the teacher training programme for indigenous schools, and recommended that the Administering Authority devote additional funds and facilities to this purpose.

At its fourth session the Council suggested to the Administering Authority that existing facilities for the training of indigenous teachers should be improved and expanded.

The Visiting Mission was informed that the establishment of a fully organized teachers' college is envisaged within the next two years. It is proposed that graduates of the two-year course to be offered will be able to qualify for full certification as teachers thus qualifying them to take charge of one-teacher schools. Refresher courses would be provided for other teachers not fully trained.

One petition^{1/} reflecting the need for teachers, received by the Visiting Mission at Kavieng, requested assistance in securing a teacher. The Mission recommended that the Trusteeship Council should inform the petitioner that the matter had been brought to the attention of the local administration.

The Trusteeship Council, noting with satisfaction the present teacher training programme, expresses the hope that the Administering Authority will increase its efforts in this respect particularly the rapid completion of a proposed teacher's centre at Finschhafen and the development of the teacher-training project through the expansion of present facilities.

Mission Schools

At its third session the Council, noting the preponderant part taken by religious missions in the education of the indigenous inhabitants, recommended that the Administering Authority assume an increasing measure of responsibility and initiative in the future. The Council requested the Administering Authority to provide in the next annual report ... (c) Information on the following subjects in particular: (v) the proportional part played by the Government and Missions, respectively in the task of education.

At its fifth session the Council, recognizing the serious efforts that had been made in the field of education and noting the relationship between the Administration and the religious missions in this field, commended the Administering Authority for the present arrangements giving it supervisory control over the whole programme.

At present there is no statutory control of schools operated by the missions. The visiting Mission was informed that agreement in most matters has been reached

between the Administration and the missions. Grants-in-aid are made to the missions in respect of trained European teaching staff, with due regard to the types of schools operated and to the members attending such schools. The amount of the grant made to missions during 1949-1950 was £82,310 as compared to £22,650 during the previous year. The recorded expenditure of money from their own funds by missions during 1949-1950 was £65,923 (£48,275 in 1948-1949). The Visiting Mission noted that under a proposed new education ordinance the Administration would be empowered to lay down in some detail the syllabus and supplementary activities to be followed by the missions in schools and also in the training of teachers. However, the Visiting Mission was unable to obtain any probable date of promulgation for the proposed education ordinance.

The Trusteeship Council, expresses the hope that the new Education Ordinance will make provision for the supervisory control by the Administering Authority of education and all educational institutions.

Language of Instruction in the Schools

The Visiting Mission has observed that the multiplicity of languages in New Guinea presents a very great problem to educators. In its latest report the Administering Authority states that the use of English appears to be the ultimate solution to the problem of linguistic diversity in the Territory. A linguist has undertaken a survey of the Territory which will serve as a basis for policy in respect of languages for particular areas. Certain points of policy have already been established.

The Visiting Mission noted that few of the indigenous teachers are fluent in English and was of the opinion that this was a retarding factor. The Mission was of the opinion that teaching in the local vernacular in the village schools was necessary; but it welcomed the declaration of the Administering Authority that English was to be the medium of instruction in the higher schools.

Indigenous Art and Culture

The Trusteeship Council notes with approval the steps taken by the Administering Authority to encourage the development of the indigenous art and culture, and hopes that the Administering Authority will continue its efforts in this direction.