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CONDITIONS IN THE TRUST TERRITORY OF NEW GUINEA

Working paper prepared by the Secretariat

Note: In accordance with the decision taken by the Council at its 335th meeting on 5 March 1951, the Secretariat has prepared a summary of the observations of individual members of the Council on conditions in the Trust Territory of New Guinea. These observations have been arranged under the relevant headings of the report of the Drafting Committee on New Guinea.1/

## I. GENERAL

1. The representatives of New Zealand and the United States of America considered that the Administering Authority should be congratulated on the success of the peaceful penetration policy and noted that it was expected that the whole Territory would be under Government control by the end of 1954.
2. The representative of Thailand considered it significant that a further portion of the Territory had been brought under Government influence by peaceful penetration and that it was expected that the whole of the Territory would be under full Governmental control by the end of 1954.

### General Considerations

1. The representative of the United Kingdom stated that he was impressed, while in New Guinea, by the devoted work of the officials of the Territory under very difficult conditions and by the obvious determination of the Administering Authority to carry out the duties of trusteeship.
2. The representative of Belgium pointed out that New Guinea had very difficult physical and climatic conditions and a most backward population and that it suffered the stress of war more than any other Trust Territory. He considered that these matters had to be taken into account in judging the New Guinea administration.

He suggested that it would be advantageous if the figures relating to New Guinea alone and those for the New Guinea-Papua Administrative Union were clearly segregated.

3. The representative of Argentina considered that while progress had been made in public health, in other aspects, such as reform of the tribal system and the art of self-government, even allowing for the consequences of war and the primitiveness of the population, such praise could not be expressed.
4. The representative of New Zealand considered that the report of the Administering Authority indicated that steady progress was being made, and regarded the fact that the Australian Government was contributing more than twice as much to the revenues of the Territory as was provided from the Territory's internal sources as an earnest intention to improve conditions in the Territory.
5. The representative of Iraq considered that, making all allowances for difficulties and uncertainties, the state of New Guinea and its progress were rather disappointing.

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6. The representative of Thailand noted that from the reports of the Visiting Mission and the Administering Authority and from the information given by the special representative, it appeared beyond doubt that progress had been achieved in the various fields during the period under review.
7. The representative of China realizing that the war had a retarding effect on the progressive development of the Territory stated that there was no reason why the tasks remaining before the Administering Authority could not be performed with greater success and expedition. He noted with satisfaction that indigenous inhabitants of the Territory had taken part in the South Pacific Conference.
8. The representative of the Dominican Republic stated that conditions in New Guinea did not permit his delegation to praise the way in which the United Nations trusteeship was being carried out in the Territory. In his opinion the Administering Authority should be able to present a more encouraging report after four years' administration.
9. The representative of the United States of America noted that the political, economic, social and educational problems presented by the conditions of the Territory were of real magnitude and would doubtless require many years of effort.
10. The representative of the Union of Soviet Socialist Republics felt it necessary to point out that there was not sufficient factual data in the report of the Administering Authority on such important questions as the administrative union of the Trust Territory with Papua, the influence of this union on the development of the Trust Territory towards self-government or independence, the participation of the indigenous inhabitants in the political and economic life of the Territory and in administration.

He noted that even the very incomplete information on the report of the Administering Authority and the report of the Visiting Mission had enabled him to reach the conclusion that the Administering Authority was not carrying out the measures necessary to implement the purposes and principles of the International Trusteeship System as required by the Charter.

11. The representative of the Administering Authority stated he could not agree with either the representative of Argentina or the representative of the Dominican Republic that the annual reports gave evidence of little progress. The conclusion by the representative of the Union of Soviet Socialist Republics that there had been no progress whatsoever in the political field since Australian administration began was not supported by the facts.

## II. POLITICAL ADVANCEMENT

### Administrative Union of Papua and New Guinea

1. The representative of the Dominican Republic, referring to the Papua and New Guinea Act 1949, observed that, despite the Administering Authority's interpretation of the Trusteeship Agreement - which, of course, allowed it to legislate - this Act presented, in his opinion, a fundamental anomaly in relation to the fact that the collectivity of New Guinea did not fall under the sovereignty of Australia. Under the Act, the inhabitants did not enjoy administrative union with Papua from the strictly administrative point of view as should be the case. On the other hand, there was an absolute and necessary identity of the Territory as a separate body, this being called for by international law and by the Charter. No matter what legal standards were followed by the Administering Authority, he would have preferred this Act, which was voted in 1949 a year after the Trusteeship Council began its work, to have been entitled "Act for the Trust Territory of New Guinea (1949)" rather than "Papua and New Guinea Act (1949)". He would have preferred the provisions for the administrative union to be based on separate legislation falling within the framework of the Trusteeship Agreement and approved by the General Assembly.

He believed that there was still time to bring about the changes in the system demanded by a more correct interpretation of the Trusteeship Agreement.

Such changes would avoid any future erroneous interpretations of the United Nations Trusteeship System as applied in this Territory.

2. The representative of the Union of Soviet Socialist Republics stated that the administrative union of the Trust Territory and Papua deeply concerned all aspects of life in the Trust Territory and made the political and economic development of the Territory dependent upon and conditioned by the development of the colony of Papua; it hindered and even made impossible the further development of the Territory as an independent unit, particularly its development towards independence or self-government, and had led to the complete administrative, economic and political absorption of the Trust Territory in crude violation of the Charter. He recalled that at the fifth session of the Council the delegations of the Union of Soviet Socialist Republics had pointed out the inconsistency between the so-called administrative union and the basic laws and principles of the International Trusteeship System, and proposed that the Council recommend to the

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Administering Authority that it establish in the Trust Territory legislative and administrative organs not subordinate to any organs formed on the basis of the union, and that, for that purpose, legislative and other measure be taken to ensure the participation of the indigenous population in the legislative, executive, and judicial organs of the Trust Territory.

The representative of the Administering Authority stated that any allegation that the administrative union had led to the complete administrative, economic and political absorption of the Trust Territory and would lead to its annexation were devoid of any foundation.

#### General Administration

1. The representative of the Union of Soviet Socialist Republics stated that it was clear that the Administering Authority had not undertaken effective steps directed towards bringing about the political, economic and social progress of the indigenous inhabitants nor their progressive development towards self-government and independence.

#### Administrative Service

1. The representative of the United Kingdom emphasized that everything possible should be done to keep the administrative staff at the highest level of efficiency and morale, particularly by ensuring that they were adequately paid and satisfactorily housed.

2. The representative of New Zealand endorsed the Visiting Mission's observation on the devotion to duty of the administrative staff of the Territory and suggested that the Council should recommend to the Administering Authority that the salary, family allowances and housing conditions of administrative officers should be improved.

3. The representative of Iraq considered the devotion to duty of some officers of the Administration called for praise, but that the Administration was not giving those officers the praise they deserved. He expressed the hope that the Administering Authority would give sympathetic consideration to making officers comfortable by giving them the necessary family allowances.

4. The representative of the United States of America noted the plans of the Administering Authority for the re-organization of the administrative service and hoped that plans for adequate housing of administrative officials might be pushed.

5. The representative of the Union of Soviet Socialist Republics suggested that  
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the Council be furnished with a list of books which are used in the training of the officials of the Territory.

6. The representative of the Administering Authority emphasized that the new classification of the administrative service had been approved and rates of salaries and other allowances had, since the Visiting Mission visited New Guinea, been substantially increased.

#### Indigenous Participation in Administration

1. The representative of Iraq found disturbing the lack of training of the native population and suggested that the Council recommend to the Administering Authority that training in government, local administration and other branches of the Territory's life should be offered to the local population as soon as possible.

2. The representative of Thailand considered it regrettable that after so many years of modern development, no native had so far been associated with the real administrative work or named to any responsible post.

3. The representative of the United States of America felt that the statement regarding the Administration's intention of training indigenous inhabitants to take up posts they could fill in the administrative service should be welcomed. He expressed the hope that such training would not be narrowly technical, but would be sufficiently broad so as to provide a basis for more advanced and further training.

4. The representative of the Union of Soviet Socialist Republics stated that not a single indigenous inhabitant participated in the administration of his country; and that of a total of 1573 classified posts in the administration, 1314 were occupied by Europeans. He considered that the Administering Authority was not concerned with preparing indigenous inhabitants for actual participation in the administration of the Territory, and noted the comment of the Visiting Mission that "the Mission has no doubt that many posts could be filled by indigenous inhabitants if they received the proper training, including the use of English."

5. The representative of the Administering Authority recalled that the Visiting Mission had been given formal assurance that full opportunity for entering government service would be given to indigenous inhabitants possessing the required qualifications and that suitable administrative training would be provided. He emphasized that the policy of establishing local government organs in the native villages would itself be an excellent training ground for the

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indigenous inhabitants in administrative tasks.

#### Legislative Council

1. The representative of Belgium considered that the population of the Trust Territory should be represented in the Legislative Council and that the proportion of New Guinea as against Papuan representative should be laid down by legislative measures.
2. The representative of Thailand noted that the proposed Legislative Council for the combined Territories under the Papua and New Guinea Act of 1949 would include only three indigenous representatives from the two Territories among its 29 members.
3. The representative of China stating that the Legislative Council was of such fundamental importance to the political education of the indigenous population suggested that the Council might wish to ask the Administering Authority to consider the Council's recommendation of the fifth session and to accelerate the establishment of the Legislative Council.
4. The representative of the Union of Soviet Socialist Republics stated that the indigenous inhabitants were completely excluded from participation in the legislative, administrative and judicial power of their country.

#### Tribal System

1. The representative of Belgium suggested that the Administering Authority should use as its intermediaries in the villages men who, by virtue of resources or wealth or by being descendants of traditional chiefs, have authority among the inhabitants of the villages. He asked that information on the method of selection of village officials and of village councils be provided in a future report of the Administering Authority.
2. The representative of Iraq noted that the chiefs of the villages were appointed by the Administrator and were not elected by the People, and that the Visiting Mission had not been impressed by their appearance. It was no wonder, therefore, that one obtained the strong impression that dissatisfaction was rife in the Territory, especially among the chiefs, and that the Visiting Mission had recommended that some measure be taken to improve the status of the chiefs. He stated that there seemed to be some confusion regarding the relative authority of chiefs and village councils and thought the Administering Authority itself was not clear as to which offered the better system; nor was it clear when the system  
/of chiefs would



of chiefs would be replaced by the system of village councils. He stated further that neither system at present had authority; and that neither system was being used as an instrument for the training of the population for self-government.

He considered that the Council should recommend to the Administering Authority: first, to introduce at once the electoral system, even in an elementary form; second, to replace the system of chiefs by the system of village councils; and third, to make the village councils fully elective and enlarge their authority.

3. The representative of the Dominican Republic noted and supported the Visiting Mission's observation on village chiefs and urged that a resolution should be voted concerning them.

4. The representative of the Union of Soviet Socialist Republics noted that the Administering Authority continued to encourage the tribal system in the Trust Territory and had not taken the steps required to bring about a transfer from the tribal system to a system of self-government based on democratic principles. He considered that in view of the continued existence of the tribal system and its encouragement by the Administering Authority, and its inconsistency with the political development of the inhabitants towards self-government and independence, the Council should recommend to the Administering Authority that it take measures to insure the transfer from the tribal system to a system of self-government based on democratic principles.

5. The representative of the Administering Authority said there had been considerable misunderstanding by the representative of Iraq and the representative of the Union of Soviet Socialist Republics of the system of administration in native villages used by the Administering Authority. Luluais were chosen by members of the village and then formally confirmed in their position by the administration. Certain statutory powers, relating for instance to the maintenance of paths, village cleanliness, pest control, and reporting on sickness, were conferred on them. Along with the Luluai system there had always been the traditional authority of the senior members of the village. This traditional authority took decisions in purely domestic village affairs, but had no statutory powers. He stated that in recent years the administration had been encouraging the formation of unofficial native village councils based closely on traditional authority, in order to train the natives in local government. These unofficial councils were chosen by the people and confirmed by the district commissioner. He also stated that there was little conflict of authority between the Luluais

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and the traditional authorities since their spheres of action were so different, and that it was not true that Luluais and unofficial councils were merely appointed by the administration. This system would be superseded gradually by native village councils.

#### Advisory Councils and Village Councils

1. The representative of New Zealand considered the Council should note with satisfaction that proclamations establishing village councils had already been made.
2. The representative of Iraq expressed disappointment at the lack of any electoral system, as in the case of District Advisory Councils which are nominated by the Administrator.
3. The representative of Thailand noted that establishment of the so-called "Native Village Councils", had been proclaimed for only three places. He expressed the hope that in adopting the measures which were proposed regarding councils, the Administering Authority would take fully into account all the recommendations of the Trusteeship Council, more particularly those adopted at its fifth and seventh sessions.
4. The representative of China, feeling that the Administering Authority should be commended for the promulgation of the Native Village Councils Ordinance and the establishment of such councils in three of the districts, stated that he had no doubt that the Administering Authority would make these councils effective instruments of local government in its broader sense.
5. The representative of the Dominican Republic felt that tribute should be paid to the Administering Authority for its readiness to establish new organs, but that the Council should await additional information before making recommendations to the Administering Authority in this very important field of political development. He hoped that in regard to Village Councils the Administering Authority would take advantage of the report of the Visiting Mission and of the constructive criticism offered during the eighth session of the Council.
6. The representative of the United States of America commended the institution of village councils as a medium of political education and felt the Trusteeship Council might well express its satisfaction at the progress that had been made in setting up these councils. Due to the emphasis which should be given to training local governmental units to accept real responsibility, he noted that his delegation continued to support the recommendation made by the Council at its

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fifth session that provision for the training of village councils in the essentials of handling public finances should be made and that these councils should be entrusted with a certain amount of financial responsibility.

He hoped that the Trusteeship Council would commend the Administering Authority for its plans regarding area, district and regional councils and would express the hope that they would be pursued as rapidly as practicable in the more advanced sections of the Territory, even though it might not be possible to do so in other sections for some time to come.

7. The representative of the Administering Authority emphasized that native village councils would have considerable statutory power relating to local affairs and that the representative of Iraq had possibly overlooked this. The Councils would be able to organize finance and engage in business enterprises, to carry out public works and to provide social services within their village. The process of establishing these councils would serve as a most useful training for the indigenous inhabitants. Every encouragement would be given to the adoption of the secret ballot although there might be cases where traditional methods of election were satisfactory. He considered that this development agreed closely with previous recommendations of the Trusteeship Council for progressive advancement in the powers of village councils and in the methods of elections.

#### Indigenous Jurisdiction

1. The representative of China stated that he shared the hope of the Visiting Mission that the Administering Authority would implement as soon as possible the provisions of the Papua-New Guinea Act in regard to the establishment of native courts.

2. The representative of the Dominican Republic desired that great attention be given to the establishment of native tribunals authorized by article 63 of the law of New Guinea. He, however, rejected the possibility that these organs might, as mentioned by the Visiting Mission, have a single administrative personality constituting their court of appeal, since such a system would nullify the decisions of the native councils. He considered that appeal facilities should be adequate so that they would support the native tribunals which could thus serve as the instruments of a normal and democratic administration of justice.

3. The representative of the Administering Authority stated that the ordinance establishing native courts had not yet been promulgated but that the present trend of thinking was that the native village courts should be separate institutions

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from the village councils and that appeal from them would be to the higher courts in the Territory.

#### Maintenance of Law and Order

1. The representative of the United Kingdom was glad to hear that the report made to the Visiting Mission painted too gloomy a picture of the situation and that the Administration did not now consider the position to be serious. He considered the importance of such an incident could be exaggerated and advised the Council to take merely note of the incident.
2. The representative of Iraq thought the Paliau case and the Special Representative's explanation of it were confusing. The administration had sent to gaol for six months a man who, it alleges, was helping it, but who was also spreading rumours and inciting the population to insurrection. The Visiting Mission found the latter accusation to be true, but the Administering Authority did not agree with the Visiting Mission's information. Probably the movement was something of a small nationalistic movement - possibly an anti-foreign movement. He considered that three facts emerged: first, the Administration had neither adequate control of nor an adequate system of intelligence in the various parts of the Territory; second, the local population was apparently exasperated with the lack of improvement; third, there was a lack of really well-trained leaders to serve their people and show them, at least, the way to work.  
  
He also considered the absence of a traditional authority for chiefs, the fact that the Administering Authority had not established itself completely in all parts of the Territory, mainly for lack of roads, and its failure to create effective popular institutions to rally the people had made a political vacuum of the first order; it was not surprising that this vacuum should sometimes be filled by honest revolutionaries or malcontents or agitators. The administration and the Council should reflect on this serious situation.
3. The representative of the Dominican Republic was interested to know whether this leader of the Paliau movement proclaimed some sound ideology and whether he was developing it without any outside influence and without upsetting public order. If he represents a desire for progress, it was felt that he should not be imprisoned or exiled to another island, but, rather, that he should be encouraged to co-operate with the administration and, as he had himself requested, should be recognized as having greater authority than many of his compatriots, and that he was a leader who should be used to advantage and enabled to improve himself.

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The representative of the Dominican Republic would support any resolution requesting more information concerning Mr. Paliau's movement, the village councils and their relationship one to the other. He hoped that such information might prove beneficial to this native leader and that, if it shows that he should be protected and helped, the Trusteeship Council would be the first to recommend such action.

4. The representative of the Administering Authority emphasized that it would be quite wrong to draw from the information given, conclusions of the kind drawn by the representative of Iraq. At no time was the administration lacking in knowledge of the movement nor was its control of the area affected. Control in the area was not affected in any way by the absence or presence of roads since it was an island area.

### III. ECONOMIC ADVANCEMENT

#### General Economy

1. The representative of New Zealand thought the Council might commend the Administering Authority for the research and developmental work which is being carried out and express the hope that this would be continued and expanded.
2. The representative of Iraq, although realizing the difficulties of development, thought that in view of the economic potentialities of the Territory, more imagination and energy should be manifested. While conceding that there was much wartime destruction and many post-war difficulties, the Council could not treat lightly the fact that, after six years of peace, there were scarcely any government installations which were not of a temporary and primitive nature.

He considered that building material, technical staff and transport are the main means of reconstruction and that the Council should recommend to the Administering Authority that special efforts be made to obtain and expedite those three elements in order that the rebuilding of the country may continue uninterrupted.

He noted that the Visiting Mission quoted the Australian Minister of External Territories as stating that the purpose of the Administering Authority in the development of the Territory "was partly to ensure that the native peoples of the Territories are enabled to participate to an ever-increasing extent in the fruits of this development." He expressed the hope that the participation of the indigenous inhabitants in the fruits of economic development should go as far as possible and should be such as to benefit the country and its people rather than a few persons or groups. He stated that a recommendation based on paragraph 131 of the Visiting Mission's report be made to the Administering Authority.

3. The representative of Thailand expressed the earnest wish of his delegation that the attention which the Administering Authority was giving to the improvement of the native economy and to the encouragement of increasing indigenous participation in production other than that of copra plantations and in trade, would soon lead to the taking of effective measures with the paramount interest of the local population in view.

4. The representative of the Union of Soviet Socialist Republics considered the Council should draw attention to the fact that the Administering Authority was not taking the necessary steps in bringing about economic progress in the Territory as far as the indigenous inhabitants were concerned. He stated that the indigenous population continued to follow a purely primitive economy and, that as stated in the Visiting Mission's report, "the participation of the indigenous population in the economic activities of New Guinea is still limited to the production of copper and a few other products, and to the supply of labour". He further stated that the Administering Authority, instead of creating vitally necessary industrial undertakings, interested itself mainly in pumping out the raw materials which it required from the Territory; as an example, he mentioned the creation of a company with a capital of £100,000 sterling designed for the construction of a large hydroelectric station to make possible an aluminum industry.

5. The representative of the Administering Authority shared the view of the representative of the United States of America that the developmental task must be a joint one between outside capital and enterprise and the indigenous inhabitants and that it was a task in which the inhabitants would have a progressively increasing share. Regarding participation by the indigenous inhabitants in the Territory's economy, it was quite untrue to say, as did the representative of the Union of Soviet Socialist Republics, that the Administering Authority was only interested in extracting the maximum from the Territory regardless of the inhabitants' interests. From the information given regarding native participation in the production of copper and in gold mining, regarding native co-operatives and native private enterprises, it was clear that native inhabitants already participate in the economic life of the Territory and that the Administering Authority was intent on training them for increasing participation.

#### Public Finance: Taxation

1. The representative of Iraq thought it was commendable that the Administering Authority had not levied the direct head tax since the war.
2. The representative of the Union of Soviet Socialist Republics stated that up to the present the Administering Authority had not done away with the head tax and had not introduced an income tax; it had therefore not carried out the recommendations of the Council at its fifth session. He stated that

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the Council should recommend to the Administering Authority that it carry out measures leading to the substitution of a progressive income tax for the head tax system, and that the income tax system be based on property qualifications and the ability of the population to pay.

### Land

1. The representative of Iraq noted that the Visiting Mission report noted with interest the zeal of the Administering Authority for the protection of indigenous landowners in regard to their land holdings and agreed with the Mission that where and when possible alienated land should be returned to the indigenous population.
2. The representative of the United States of America noted that the Council must acknowledge the need for outside interests to help in the development of the Territory and that the Administering Authority must ensure that such interests do not lead to the disposition of land in any manner detrimental to native interests. He felt that the Council should be especially interested in the results of the proposed investigation of indigenous land holdings with a view to determining what further areas would be available for non-native development without injury to the interests of indigenous inhabitants. He expressed the hope that the Trusteeship Council would be kept informed of the work of the Land Commission which is to be established to determine what land is available in the Territory for development.
3. The representative of the Union of Soviet Socialist Republics requested that detailed information be supplied regarding the work of the Land Commission and of the plans regarding it as they are evolved.

### Mining

1. The representative of Belgium requested that the Council be given complete information on the gold mining industry in the Territory in order to determine whether the contribution it was making to the territorial revenue was sufficient or not. He noted that the information in the report under review did not contain sufficient information to permit the assessment of the relative value of investments and the profits from investments in the gold industry.



2. The representative of New Zealand noted that the question of the royalty on gold was still under review by the Administering Authority. He considered that while the present royalty might be too low, any increase must be carefully considered to avert prejudicing the development of the gold mining industry and therefore the increases available for the welfare of the Territory. He expressed confidence that the Administering Authority would come to a fair and wise decision.

3. The representative of Iraq urged that the Administering Authority should conclude its study of the gold royalty question and inform the Council in its next report of the results with a view that the royalties should be increased for the benefit of the inhabitants.

4. The representative of China trusted that the Administering Authority would soon conclude its study on the question of the gold royalty and inform the Council of the result.

#### Copra

1. The representative of China expressed the hope that the study being undertaken by the Administering Authority with a view to ensuring to producers a reasonable price level for copra for a long period would soon yield a satisfactory result and that the Council would be kept informed on the subject. He also expressed his gratification concerning the amount accumulated of the stabilization fund.

#### Transport and Communications

1. The representative of the United Kingdom considered that while a country might be governed without roads and district staffs might do better work on foot than by motor travel, a country can never be developed without good road communications. The cost of road development and maintenance would be high but the future of the Territory depended on a solution of this real problem. The representative suggested that any road programme should be integrated with the planned development of the area to be served.

2. The representative of Belgium agreed with the representative of the United Kingdom that the development of the Territory would be impossible without a basic road network, even though the length of coastline permitted the extensive use of sea transport.

/3. The representative

3. The representative of Iraq thought the absence of an adequate or even an elementary system of roads must make it difficult for the Administration to discharge its responsibilities, to maintain more than a superficial contact between its officials at certain points in the Territory, and no facilities for trade and contact between one section of the population and another. He thought the lack of roads the most glaring deficiency in the Territory. He noted in the Visiting Mission's report that the Administering Authority considered the organization of education, health and other services more urgent and important than the construction of a road system, but he queried how such services could be developed without adequate contact between districts. He considered the Council should make a strong recommendation to the Administering Authority regarding the initiation of a system of roads.

4. The representative of Thailand emphasized that an adequate system of communications was an indispensable condition for the permanent and steady progress of any country and strongly recommended that the utmost consideration be given to this matter.

5. The representative of China agreed with the Visiting Mission that the construction of roads should be given a high priority. He felt that the importance of the road problem could not be over-estimated.

6. The representative of the United States of America believed that the Council might well urge the vigorous planning and building of roads and suggested to commend the Mission's report regarding this subject to the Administering Authority for further study and appropriate action.

7. The representative of the Administering Authority stated that it was necessary to correct certain misunderstandings regarding the road situation. New Guinea could be and was administered with the present system of communications which include airways, water transport, and roads; medical supplies and very heavy materials could be and were transported long distances by air. Road construction in the Territory was a major operation; it involved the expenditure of large sums in construction and maintenance and considerable expenditure in labour. Road building might involve both funds and labour which might be occupied at other tasks of perhaps equal importance. He assured the Council that the Administering Authority would examine their comments with the greatest seriousness.

#### IV. SOCIAL ADVANCEMENT

##### Population

1. The representative of Belgium hoped that information would be given on the results of investigations into the depopulation of certain regions of the Territory.

##### Immigration

1. The representative of China stated that in regard to the Chinese petition on immigration matters he would refrain from comment for the present other than to state that he endorsed the views of the Visiting Mission on all relevant matters.

##### Human Rights and Fundamental Freedoms

1. The representative of the Union of Soviet Socialist Republics stated that the Administering Authority, carrying out an anti-democratic policy with regard to the indigenous inhabitants, allowed racial discrimination and accrued violation of the rights and interests of the indigenous inhabitants. In this regard, he mentioned ordinances which prohibit indigenous inhabitants from moving about between nine o'clock at night and five o'clock in the morning, and from leaving their villages to work for hire in some other area. He considered that these ordinances were inconsistent with the obligations of the Administering Authority under the Charter and stated that the Council should recommend to the Administering Authority the revocation of all discriminatory ordinances and the prohibition in the future of racial discrimination against the indigenous inhabitants.

2. The representative of the Administering Authority emphasized that the police offences ordinance and related regulations were under review, that they had been imposed in the interests of the native inhabitants and were not discriminatory, and that the references of the representative of the Union of Soviet Socialist Republics were by no means justified by the information given.

##### Labour

The representative of Iraq stressed the problem of finding more labour, especially if more developments were to be undertaken. He noted that the Administering Authority should study ways and means of how to attract more labour; and suggested that conditions might be made more acceptable, as for example by the distribution of mosquito nets. He noted in this connexion that the Mission was assured that the issuance of nets would be made compulsory.

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### Native Wages and Cost of Living

1. The representative of Iraq thought the absence of a cost of living survey left both the Administering Authority and the Council rather vague as to its problem. He agreed with the Visiting Mission that a survey should be made as soon as possible and be studied in relation to wages; he believed a recommendation to that effect should be made.
2. The representative of Thailand, noting the minimum wage of 15 shillings, the past recommendations of the Council concerning wages, the resources of the Territory and noting that the standard of living of the indigenous inhabitants was far from ideal, considered it hard that the people should continue to be confined to the rudimentary existence of no more than a few pounds sterling a month.
3. The representative of the Union of Soviet Socialist Republics stated that the indigenous inhabitants who work for wages were paid on a very low scale, and considered that the severe contrast with this beggarly wage could be seen from the salaries received by the most minor European officials working for the administration. He considered that from these facts it was obvious that the Administering Authority dooms the broad masses of the indigenous inhabitants to an existence of semi-starvation and desolation in conditions of a primitive, natural agriculture and economy.
4. The representative of the Administering Authority said that the representative of the Union of Soviet Socialist Republics in his remarks on wages failed to mention the provision of free housing, clothing, food, medical attention and fares to the worker and for his wife and family if living with him at his place of employment. These additional factors must be taken into account, as also the sum held in savings deposits accounts of native inhabitants.

### Abolition of the Indenture System

The representative of the United States of America felt that, in view of the Council's previous recommendations, the new Labour Ordinance, abolishing penal sanctions and indentured labour, should be particularly welcomed.

### Public Health

1. The representative of Belgium noted the important increase during the year in the medical staff and hoped that the Administering Authority would continue its efforts in this direction with as much energy as in the past.

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2. The representative of New Zealand considered the Council should commend the Administering Authority for the hospital construction programme to cost nearly £5 million over five years. This indicated the desire and intention of the Administering Authority to improve conditions in the Territory from the pocket of the Australian taxpayer.
3. The representative of Iraq thought the Administering Authority should be commended on the health situation. He felt, nevertheless, that much remained to be done in the domain of health and asked if the Administering Authority could not organize a moving hospital on wheels in the form of a medical truck to tour villages, though the lack of roads presented a difficulty. He stated he would not oppose a contribution towards the expenses of medical services by the indigenous population, provided it were within the material reach of the inhabitants. He thought the Council should make a recommendation regarding the establishment of training institutions for doctors, assistants, nurses, and so on.
4. The representative of Thailand, noting that the reorganization of medical facilities and the conduct of medical patrols were arduous tasks especially in a Territory where the devastation of the war was so acutely felt, appreciated the difficulties in the past and at present confronting the Administering Authority and commended the work so far accomplished.
5. The representative of China stated that the Administering Authority should be commended for the increase in budgetary allocations for medical and health services and for the five-year hospital construction programme. He noted with interest the intention to establish a directorate of medical training and hoped this would be expedited.
6. The representative of the United States of America noted the Administering Authority's continuing and commendable progress in the Territory's medical services. He felt the Council should commend the Administering Authority for replacing medical Tultuls by trained personnel and should urge the extension of this replacement as rapidly as possible. He hoped the Administering Authority would be able to push its five-year hospital building programme to completion on schedule, if not ahead of schedule.
7. The representative of the Union of Soviet Socialist Republics considered the health situation showed that the Administering Authority was not concerned with the medical and sanitary welfare of the indigenous inhabitants. He noted the Visiting Mission's comment on the physical appearance of a number of indigenous  
/inhabitants

inhabitants and stated that poverty, hunger, the lack of medical and sanitary facilities, the lack of roads and transport, and an insufficiency of hospitals lead to an increase in an already high mortality rate. He considered that figures of infant mortality rates given in the report of the Administering Authority indicated that the indigenous inhabitants live in conditions of hunger, poverty, hard labour and lack of sanitation, and that the Administering Authority was not concerned with protecting the welfare of mothers and children.

He noted that despite very pressing requirements the Administering Authority was not giving the indigenous inhabitants opportunities to obtain medical education.

He considered the expenditure on health needs was completely insufficient and stated that the Council should recommend that the Administering Authority should increase its budgetary appropriations for health services.

8. The representative of the Administering Authority said the information given in the report on medical training programmes indicated the administration's interest in this matter. One mobile clinic was already in operation.

## V. EDUCATIONAL ADVANCEMENT

### General

1. The representative of Belgium hoped that the proposed recruitment of 400 European education officers would help to improve the educational position.
2. The representative of New Zealand noted the increase in expenditure on education and suggested the Council might adopt a recommendation on the lines of the Visiting Mission's view that "more intensive efforts should be made to develop education throughout New Guinea at as quick a tempo as possible and that, with this in view, special attention should be paid to the training of indigenous teachers, to the opening of more government schools, and to the granting of a reasonable number of scholarships in and outside of New Guinea."
3. The representative of Iraq regretted that education was not compulsory in New Guinea and hoped that the results of the Administering Authority's study of a draft ordinance in this field would be communicated to the Council as soon as possible. He thought that the Administering Authority should be urged to seize on the opportunity presented by the indigenous population's desire for education, in order to improve the educational facilities of the Territory and to teach them how to co-operate with the Administering Authority's work for their own country. He considered that the Council should make a recommendation to the Administering Authority regarding the development of education on the lines of the last paragraph in the Visiting Mission's report.
4. The representative of Thailand considered that if the policy of the Administering Authority was to seek to attain universal literacy the first thing to do would be to render education compulsory. The representative of Thailand and the representative of China fully agreed with the Visiting Mission's recommendation that "more intensive efforts should be made to develop education".
5. The representative of the United States of America felt that the Council should strongly endorse the Visiting Mission's view that intensive efforts should be made to develop education throughout the Territory.
6. The representative of the Union of Soviet Socialist Republics noted that the educational situation was completely unsatisfactory, that discrimination between Europeans and indigenous inhabitants was practised with regard to educational possibilities, and that only a very insignificant percentage of school-age children of indigenous inhabitants attend school. He considered that the Council

/should



should recommend that the Administering Authority take the necessary steps to provide primary education for the children of the Territory.

#### Expenditure

1. The representative of the Dominican Republic noted that budgetary appropriations for education were increased in 1948-49 and that the Administering Authority had done everything possible in order to systematize educational arrangements, but considered that new and further increases should be made progressively.
2. The representative of the Union of Soviet Socialist Republics considered that the Council should recommend that the Administering Authority increase its budgetary allocations for education.

#### Adult and Mass Education

The representative of Thailand expressed regret that the experimental mass literacy campaign along the line of the Laubach system, found successful in one district had been continued and extended.

#### Higher Education

1. The representative of the Union of Soviet Socialist Republics considered that the Council should recommend that the Administering Authority should take the necessary steps to give the indigenous inhabitants the possibility of obtaining secondary and higher education.

#### Teacher Training

1. The representative of Iraq thought the Administration might consider ways and means of making conditions reasonably comfortable for the teachers in order to encourage recruitment.
2. The representative of Thailand urged the Administering Authority to spare no effort in promoting, at a greater pace, the teacher training programme for indigenous schools in the Territory, in accelerating the realization of the existing five-year plan, in facilitating the arrangement for indigenous children to go to Australia for their education, and particularly in providing scholarships for able students who need assistance.
3. The representative of the United States of America suggested that the Council might well commend the Administering Authority on its present teacher-training programme, but urged increased efforts, including the rapid completion of a proposed teachers' college in the Territory and the development of the teacher-training project through the expansion of present facilities.

4. The representative of the Union of Soviet Socialist Republics noted that despite the critical shortage of teachers, the Administering Authority had done nothing to train a sufficient number of teachers from among the indigenous inhabitants.

5. The representative of the Administering Authority stated that the Administering Authority would give serious consideration to suggestions by the representative of Thailand and others regarding scholarships for study abroad. A start had already been made by sending students from the Territory to the medical school at Fiji.

#### Mission Schools

1. The representative of Thailand, feeling that the Administration should exercise its supervisory control over the activities of the educational institutions of missions, awaited with keen interest the new Education Ordinance which had been proposed.

#### Language of Instruction

1. The representative of the Administering Authority stated that it was the intention of the Administering Authority that English should be the language of administration in the Territory and that the school curriculum involved increasing teaching in English as the pupil advanced to higher grades.

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